

ADMINISTRATIVE ACTION  
TYPE 2 CATEGORICAL EXCLUSION

Florida Department of Transportation

SR 659 (COMBEE RD) FROM US 98 TO NORTH CRYSTAL LAKE DRIVE

District: FDOT District 1

County: Polk County

ETDM Number: 14326

Financial Management Number: 440274-1-22-01

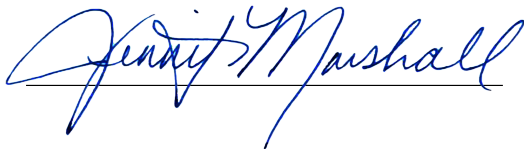
Federal-Aid Project Number: D117-089-B

Project Manager: Patrick Bateman

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by the Florida Department of Transportation (FDOT) pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated May 26, 2022, and executed by the Federal Highway Administration and FDOT.

This action has been determined to be a Categorical Exclusion, which meets the definition contained in 40 CFR 1508.4, and based on past experience with similar actions and supported by this analysis, does not involve significant environmental impacts.

Signature below constitutes Location and Design Concept Acceptance:

A handwritten signature in blue ink that reads "Jenny Marshall". The signature is written in a cursive style and is positioned above a horizontal line.

September 2, 2022

Director Office of Environmental Management  
Florida Department of Transportation

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This document was prepared in accordance with the FDOT PD&E Manual.

This project has been developed without regard to race, color or national origin, age, sex, religion, disability or family status (Title VI of the Civil Rights Act of 1964, as amended).

On 12/06/2017 the State of Florida determined that this project is consistent with the Florida Coastal Zone Management Program.

# Table of Contents

1. Project Information .....	1
1.1 Project Description .....	1
1.2 Purpose and Need .....	5
1.3 Planning Consistency .....	6
2. Environmental Analysis Summary .....	7
3. Social and Economic .....	8
3.1 Social .....	8
3.2 Economic .....	12
3.3 Land Use Changes .....	13
3.4 Mobility .....	13
3.5 Aesthetic Effects .....	13
3.6 Relocation Potential .....	13
3.7 Farmland Resources .....	13
4. Cultural Resources .....	15
4.1 Section 106 of the National Historic Preservation Act .....	15
4.2 Section 4(f) of the USDOT Act of 1966, as amended .....	15
4.3 Section 6(f) of the Land and Water Conservation Fund Act of 1965 .....	16
4.4 Recreational Areas and Protected Lands .....	16
5. Natural Resources .....	17
5.1 Protected Species and Habitat .....	17
5.2 Wetlands and Other Surface Waters .....	22
5.3 Essential Fish Habitat (EFH) .....	23
5.4 Floodplains .....	23
5.5 Sole Source Aquifer .....	24
5.6 Water Resources .....	24
5.7 Aquatic Preserves .....	27
5.8 Outstanding Florida Waters .....	27
5.9 Wild and Scenic Rivers .....	27

5.10 Coastal Barrier Resources ..... 27

6. Physical Resources ..... 28

6.1 Highway Traffic Noise ..... 28

6.2 Air Quality ..... 28

6.3 Contamination ..... 28

6.4 Utilities and Railroads ..... 31

6.5 Construction ..... 31

7. Engineering Analysis Support ..... 32

8. Permits ..... 33

9. Public Involvement ..... 34

10. Commitments Summary ..... 36

11. Technical Materials ..... 37

Attachments ..... 38

## 1. Project Information

### 1.1 Project Description

The Florida Department of Transportation (FDOT) is conducting a Project Development and Environment (PD&E) Study to evaluate a 1.4-mile segment of SR 659 (Combee Road) from US 98 to North Crystal Lake Drive in Polk County, Florida (see Figure 1). Combee Road is a two-lane undivided minor arterial roadway with 12-foot-wide travel lanes, 4-foot-wide paved shoulders, little to no sidewalk, and most drainage conveyed to roadside ditches (see Figure 2). The area adjacent to the roadway is a mix of industrial, retail/office, and residential land uses. There is an active at-grade CSX railroad crossing located between McJunkin Road and Crystal Wood Drive. The proposed improvements will enhance multimodal mobility along the roadway with the addition of a two-way left-turn lane (TWLTL) for left-turning traffic and accommodations for pedestrians and bicyclists. Intersection improvements will be made to enhance safety and traffic flow. Additionally, the roadway will be converted from a rural typical section to an urban typical section with curb and gutter and a stormwater collection system to improve drainage conditions.

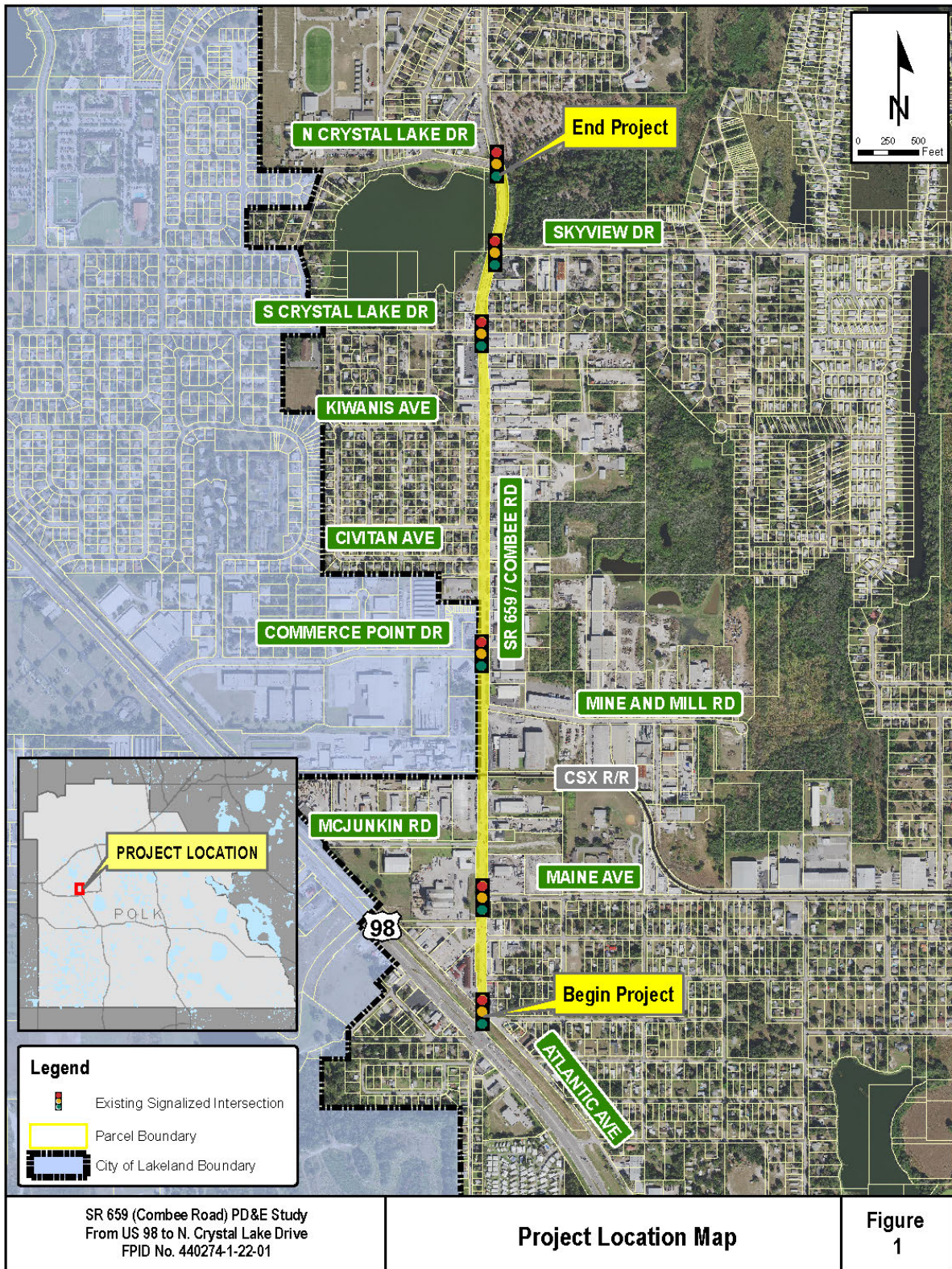


Figure 1. Project Location Map

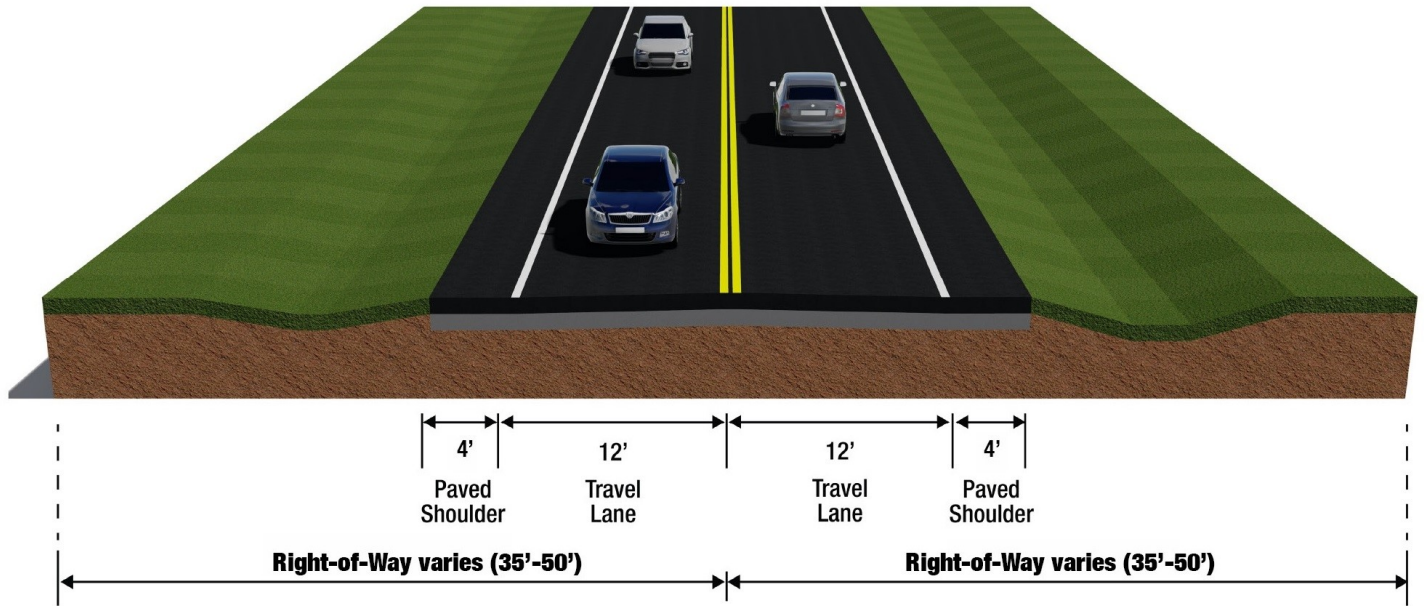


Figure 2. Existing Combee Road Typical Section

**Existing Conditions**

The posted speed limit is 40 miles per hour. Even though the roadway is undivided, the existing Access Management Class 5 indicates a restrictive median. The existing right of way (ROW) along Combee Road varies from 70 to 100 feet.

**Table 1** shows the available ROW widths between the cross streets.

**Table 1. Existing ROW along Combee Road**

From	To	Minimum ROW (ft.)
US 98	Maine Ave	70
Maine Ave	Commerce Point Dr	80
Commerce Point Dr	S Crystal Lake Dr	75
S Crystal Lake Dr	N Crystal Lake Dr	90

Most of the Combee Road project limits lack sidewalks. The only existing sidewalks are on the west side north of Commerce Point Drive and on the west side from South Crystal Lake Drive to the end of the project at North Crystal Lake Drive. At this location there is a 6-foot-tall chain link fence between the sidewalk and Crystal Lake. The existing 4-foot shoulders along Combee Road can be considered bicycle facilities, but they are unmarked and discontinuous. The shoulders were likely intended to support vehicle traffic and open drainage since they terminate whenever sections of curb and gutter or right-turn lanes are introduced. Despite the lack of facilities, cyclists have been observed accessing the destinations along Combee Road. The Lakeland Area Mass Transit District, operating as Citrus Connection, serves Combee Road from ten bus stops in the project area: five on northbound Combee Road, three along southbound Combee

Road, one along eastbound North Crystal Lake Drive, and one along westbound Bartow Road (US 98).

**Description of Preferred Alternative**

The preferred alternative will reconstruct the roadway with a 13-foot-wide TWLTL, one lane in each direction, type F curb and gutter, and 8-foot-wide sidewalks (Figure 3). Although the preferred alternative does not include bicycle lanes, cyclists will be accommodated on the road or can utilize the proposed wide sidewalks. This alternative has a 4-foot grass buffer from the road to the sidewalk, reduces the hazard to cyclists from turning trucks, and allows for greater avoidance of above-ground utilities.

The preferred alternative includes roundabout intersections at Maine Avenue and Skyview Drive. The traffic signal control at Commerce Point Drive, South Crystal Lake Drive, and North Crystal Lake Drive will remain but with enhanced multimodal accommodations such as crosswalks and pedestrian signals at all quadrants.

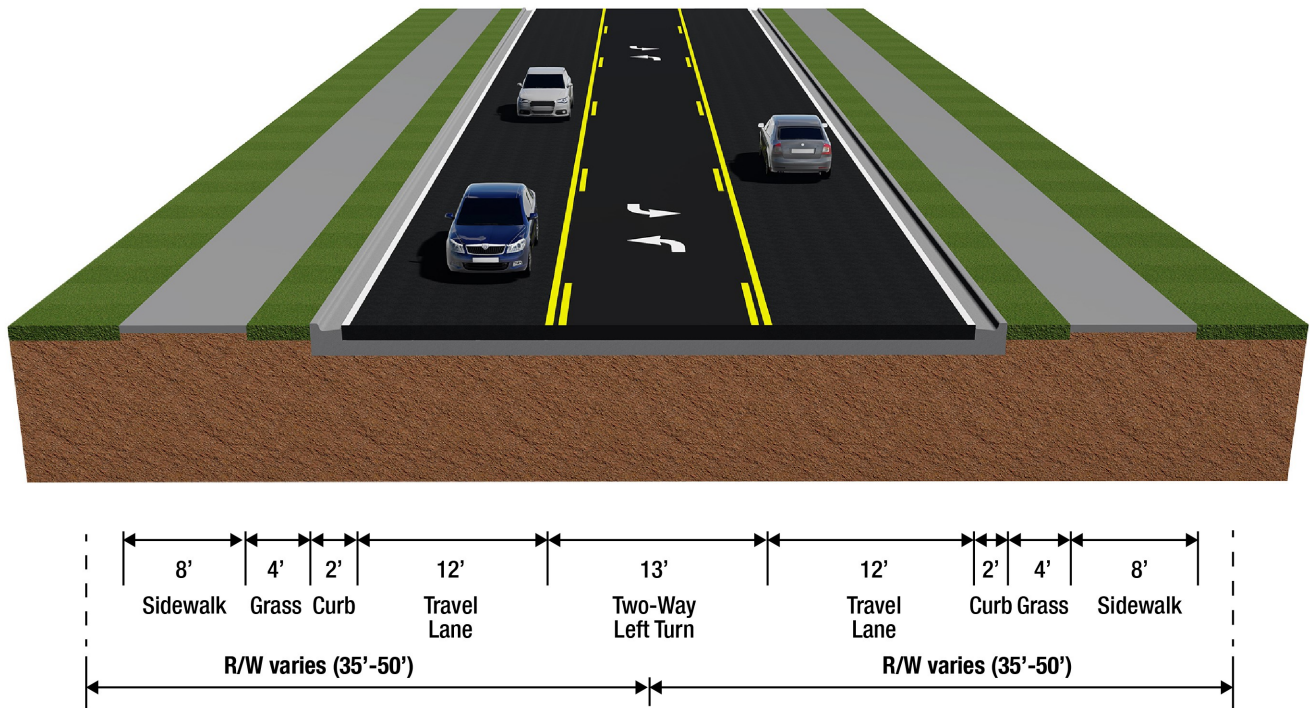


Figure 3. Preferred Alternative Typical Section



## 1.2 Purpose and Need

The purpose of this project is to enhance safety and multimodal access through a series of complete street strategies along Combee Road from US 98 to North Crystal Lake Drive in Polk County. Improvements such as sidewalks, safer pedestrian crossings, bicycle facilities, and drainage and lighting improvements were evaluated to enhance the corridor for all types of users. The need for the project is based on the following criteria:

### Primary Criteria

#### **Modal Interrelationships: Enhance Mobility Options and Multi-Modal Access**

The primary purpose of the proposed project is to enhance mobility and access on this corridor for all road users considering context sensitive design opportunities and limitations. SR 659 (Combee Road) includes a mix of industrial, retail/office, and residential land uses. Despite the mixture of land uses and heavy volumes of pedestrian and bicycle traffic, the corridor is not well suited for walking or riding a bicycle. Additionally, there are eight transit stops within the corridor (five on the east side and three on the west side) that have minimal amenities and minimal separation from the roadway. The existing 4-foot-wide paved shoulders can be considered bicycle facilities, but they are unmarked and discontinuous. There are no pedestrian facilities along the roadway within the project limits except for minimal-width sidewalks on the west side near Commerce Point Drive (approximately 250 feet) and from Royal Drive to North Crystal Lake Drive.

#### **Safety: Improve Safety Conditions**

SR 659 (Combee Road) has a safety ratio that ranges between 1.3 and 2.9, indicating that there are between one to almost three times as many crashes on this corridor than the State average for a similar facility type. Between 2014 and 2018, the majority of crashes (52%) on SR 659 (Combee Road) were rear-end crashes. The high rate of this crash type is likely attributed to congestion during peak hours at intersections and where left turning traffic frequently blocks travel lanes. Additionally, the project facility experienced two collisions involving pedestrians and one involving a bicycle. If no improvements occur to the existing roadway, there will be a greater opportunity for vehicle-to-vehicle and vehicle-to-pedestrian/bicycle conflicts as traffic increases along the project facility.

### Secondary Criteria

#### **Capacity / Transportation Demand: Improve Operation Conditions**

The existing roadway is operationally deficient and is not able to safely accommodate the multiple transportation modes that use the corridor, which includes a mix of heavy trucks, passenger vehicles, transit buses, and non-motorized modes. During peak congestion hours, traffic queues build-up due to left-turn vehicles blocking travel lanes. The 2016 annual average daily traffic (AADT) for the corridor ranged from 14,500 near US 98 to 19,000 near North Crystal Lake Drive which corresponds to a level of service (LOS) that ranges from C to F. By 2045, the AADT is expected to increase to 19,000 near US 98 and 25,000 near North Crystal Lake Drive. All segments of SR 659 (Combee Road) are expected to operate at a LOS F by 2045 if nothing is done. SR 659 (Combee Road) serves as a freight route providing access to many industrial businesses in the area. Approximately 10.4% of the 2016 AADT on the roadway is composed of trucks. Not only does this roadway facilitate truck traffic and the distribution of goods to local activity areas, it functions as an important corridor for commuters due to its access to major transportation facilities and surrounding residential and commercial land uses.

#### **Social and Economic Demand: Renew the Aesthetic and Economic Vitality in the Area**

The complete streets improvement project will promote aesthetics and economic activity in the corridor by providing individuals with enhanced alternative transportation options and improved multi-modal access to businesses, residences, and community facilities in the area. Community facilities in the area that will benefit from improved accessibility include Oscar J. Pope Elementary School, South McKeel Elementary Academy, Crystal Lake Middle School, Southeastern University, churches, and restaurants.

**Project Status**

The project is identified in the Polk Transportation Planning Organization's (TPO's) Long Range Transportation Plan (LRTP) - Momentum 2045 - as part of the Tier II & III Cost Feasible Complete Street Corridors. Combee Road is also designated a "constrained" roadway in the Momentum 2045 plan, which designates this road as a candidate Congestion Management Plan corridor. The design has been funded, but the ROW or construction phases are currently not funded within the Polk TPO's Transportation Improvement Program (TIP) or within FDOT's State Transportation Improvement Program (STIP). The preferred alternative is consistent with the Polk TPO's Complete Streets Study Strategies and Recommendations.

**1.3 Planning Consistency**

Currently Adopted LRTP-CFP	COMMENTS			
Yes	<p>The Polk County Transportation Planning Organization (TPO) 2045 Long Range Transportation Plan (LRTP) (also known/branded as Momentum 2045) was adopted in March 2021. This project is included as part of a larger Complete Streets project on SR 659 (Combee Rd) as shown in Table 4-8: Complete Streets Projects.</p> <p>This project is included in the Polk TPO's Transportation Improvement Program (TIP) for FY2019/20 - FY2023/24, adopted June 6, 2019, and last amended February 13, 2020. The project is not included in the most recent adopted TIP because no funding occurs in the TIP/STIP timeframe. PE funding was on 440274-2 and was funded in FY20, as shown in the Current STIP Report and the Five-Year Work Program FY2016 - FY2021.</p>			
	Currently Approved	\$	FY	COMMENTS
<b>PE (Final Design)</b>				
<b>TIP</b>	Y	\$2,755,000 \$2,755,000	<2022 All years	PE funding was on 440274-2. Cost estimates between the TIP and STIP are consistent.
<b>STIP</b>	Y	\$2,757,930 \$7,070 \$2,765,000	<2022 2022 All years	PE funding was on 440274-2. Cost estimates between the TIP and STIP are consistent.
<b>R/W</b>				
<b>TIP</b>	N			
<b>STIP</b>	N			
<b>Construction</b>				
<b>TIP</b>	N			
<b>STIP</b>	N			

## 2. Environmental Analysis Summary

Issues/Resources	Significant Impacts?*			
	Yes	No	Enhance	NoInv
<b>3. Social and Economic</b>				
1. Social	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2. Economic	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Land Use Changes	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Mobility	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5. Aesthetic Effects	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Relocation Potential	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
7. Farmland Resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>4. Cultural Resources</b>				
1. Section 106 of the National Historic Preservation Act	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Section 4(f) of the USDOT Act of 1966	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Section 6(f) of the Land and Water Conservation Fund	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4. Recreational Areas and Protected Lands	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>5. Natural Resources</b>				
1. Protected Species and Habitat	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Wetlands and Other Surface Waters	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Essential Fish Habitat (EFH)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4. Floodplains	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Sole Source Aquifer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6. Water Resources	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Aquatic Preserves	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
8. Outstanding Florida Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
9. Wild and Scenic Rivers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
10. Coastal Barrier Resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>6. Physical Resources</b>				
1. Highway Traffic Noise	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Air Quality	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Contamination	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Utilities and Railroads	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Construction	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**USCG Permit**

- A USCG Permit IS NOT required.
- A USCG Permit IS required.

\* **Impact Determination:** Yes = Significant; No = No Significant Impact; Enhance = Enhancement; NoInv = Issue absent, no involvement. Basis of decision is documented in the referenced attachment(s).

### 3. Social and Economic

The project will not have significant social and economic impacts. Below is a summary of the evaluation performed.

#### 3.1 Social

##### COMMUNITY FACILITIES

Community and neighborhood features were identified within the study area and are summarized in the table below.

Table 2: Community and Neighborhood Features

<b>Site Name</b>
<b>EDUCATIONAL FACILITIES</b>
Destined for Greatness Preschool
Crystal Lake Middle School
Little Jewels Child Development Center
Oscar J. Pope Elementary School
Little Einstein Preschool
Creative Minds Learning Academy
<b>RECREATIONAL FACILITIES</b>
Crystal Lake Park and Boat Ramp
Eaton Park
Holloway Park
<b>RELIGIOUS FACILITIES</b>
Church of Christ
Ambassador Women's Ministry
Iglesiapromesa De Jehova Inc.
The Way Community Church
Breakthrough Deliverance and Praise Ministries
Greater Harvest Church
Somos Church
Idlesia De Dios Pentecostal MI
First Baptist Church of Eaton Park
<b>SOCIAL SERVICE FACILITIES</b>
Narcotics Anonymous Florida RSO
<b>GOVERNMENTAL FACILITIES</b>
US Post Office Eaton Park, FL

Access will remain for these community facilities throughout construction of the proposed project. The proposed project will provide greater mobility within the community allowing for enhanced access to these community facilities.

## COMMUNITY COHESION

The proposed project involves the addition of turn lanes, sidewalks and improved drainage system throughout the Combee Road study area. In developing the alternatives, consideration was given to minimize effects to existing neighborhoods and businesses. Based on the proposed improvements and because Combee Road is already existing, neighborhoods will not be divided or isolated. Connectivity will be enhanced due to the proposed improvements. The local population will have access to sidewalks and will be able to more easily and safely travel along Combee Road. This will provide better access to the local businesses and the community facilities.

The preferred alternative avoids impacts to existing neighborhoods and businesses and provides improved multimodal mobility within the study area. As such, the preferred alternative does not divide existing neighborhoods or result in a division between the neighborhoods and places of interest that may be frequented by the residents (commercial businesses, educational facilities, places of worship, and parks/preserves). In addition, the improvements are consistent with the Crystal Lake Redevelopment District Revitalization Plan "encouraging design features which promote public safety, create inviting streetscapes along public roadways, and emphasize a pedestrian-oriented environment".

## DEMOGRAPHICS

An analysis of minority and low-income populations (Environmental Justice (EJ) or Potential EJ populations) was conducted through a review of census data and field reconnaissance. The study area for reviewing the demographics included those census tracts/blocks that overlap the study area and within a 1/4-mile buffer of those populations living immediately adjacent to the project improvements (see **Figure 1**). Most of the study area consists of industrial, commercial, and residential land uses. Per 2019 American Community Survey data from the U.S. Census Bureau (**Table 3**), the residential population in the study area is 17,591.

**Table 3: Demographic Data from the 2019 American Community Survey (Census Bureau)**

Geography	Census Block Group	2019 Population	Percent White	Percent Hispanic <sup>1</sup>	Percent Black	Percent Other <sup>2</sup>
<b>Florida</b>		20,901,636	53.9	25.6	15.3	5.2
<b>Polk County</b>		686,218	58.9	22.5	14.7	3.9
<b>City of Lakeland</b>		107,922	59.7	16.4	19.8	4.1
<b>Combee Road Study Area</b>		17,591	55.6	20.5	17.2	6.7
<b>Census Tract 105.02</b>	Block Group 1	1,424	90.4	1.8	2.9	4.9

<b>Census Tract 117.04</b>	Block Group 1	972	65.4	21.8	7.5	5.3
<b>Census Tract 117.04</b>	Block Group 2	2,088	42.4	21.6	33.8	2.2
<b>Census Tract 117.04</b>	Block Group 3	1,763	36.4	41.1	16.3	6.2
<b>Census Tract 117.31</b>	Block Group 1	3,533	51.7	19.2	22.3	6.8
<b>Census Tract 117.31</b>	Block Group 2	2,398	56.7	24.0	16.5	2.8
<b>Census Tract 117.32</b>	Block Group 1	822	31.3	37.1	17.3	14.3
<b>Census Tract 117.32</b>	Block Group 2	2,473	54.1	8.0	28.8	9.1
<b>Census Tract 118.34</b>	Block Group 3	2,118	72.3	9.9	9.3	8.5
<p>Source: US Census Bureau, 2015-2019 American Community Survey Five-Year Estimates.  <i>1Hispanic includes persons of any race with Hispanic or Latino family heritage.</i>  <i>2Other includes: American Indian/Alaskan Native, Asian, Native Hawaiian, other single race, and two or more races.</i></p>						

No minority or low-income populations have been identified that would be adversely impacted by the proposed project, as determined above. Therefore, in accordance with the provisions of Executive Order 12898 and FHWA Order 6640.23a, no further Environmental Justice analysis is required at this time. No substantial impacts to the social environment are anticipated.

**Table 4** illustrates the *Household Income Characteristics* summarized from the 2019 American Community Survey (ACS) five-year estimates. ACS estimates indicate that the median household income of the study area is approximately \$40,637 with approximately 26.4% of families having incomes below the federal poverty level.

**Table 4: Project Area Household Income Characteristics, 2019**

<b>Geography</b>	<b>Census Block Group</b>	<b>Median Household Income (Dollars)</b>	<b>Percentage of Households with Incomes Below Poverty Level</b>
<b>Florida</b>		\$55,660	13.3%
<b>Polk County</b>		\$50,584	14.2%
<b>City of Lakeland</b>		\$47,511	14.9%
<b>Combee Road Study Area</b>		\$40,637	26.4%
<b>Census Tract 105.02</b>	Block Group 1	\$41,406	8.9%
<b>Census Tract 117.04</b>	Block Group 1	\$40,147	28.3%

<b>Census Tract 117.04</b>	Block Group 2	\$28,804	32.9%
<b>Census Tract 117.04</b>	Block Group 3	\$33,036	39.0%
<b>Census Tract 117.31</b>	Block Group 1	\$48,516	27.6%
<b>Census Tract 117.31</b>	Block Group 2	\$28,935	31.6%
<b>Census Tract 117.32</b>	Block Group 1	-*	47.5%
<b>Census Tract 117.32</b>	Block Group 2	\$39,875	16.6%
<b>Census Tract 118.34</b>	Block Group 3	\$64,375	5.3%
<i>Source: 2015-2019 American Community Survey Five-Year Estimates</i>			
<b>*Data was not available for this Block Group</b>			

In addition to ethnicity and household income, the ACS five-year estimates were reviewed to evaluate the percentage of households with one or more persons 65 years or older (**Table 5**) and the percentage of households with limited English proficiency (**Table 6**). Limited English proficiency, as defined by ACS, is Census Tracts and Block Groups within the study area containing people that do not speak English "very well" or "well". Limited English proficiency accommodations are anticipated for future project phases. During the PD&E phase, meeting handouts were translated in Spanish and Spanish-speaking staff were available for one-on-one discussions.

**Table 5: Project Area Elderly Population, 2019**

<b>Geography</b>	<b>Census Block Group</b>	<b>Percentage of Households with one or more person 65 years or older</b>
<b>Florida</b>		36.3%
<b>Polk County</b>		38.2%
<b>City of Lakeland</b>		38.5%
<b>Combee Road Study Area</b>		25.5%
<b>Census Tract 105.02</b>	Block Group 1	38.3%
<b>Census Tract 117.04</b>	Block Group 1	22.8%

<b>Census Tract 117.04</b>	Block Group 2	28.8%
<b>Census Tract 117.04</b>	Block Group 3	20.3%
<b>Census Tract 117.31</b>	Block Group 1	31.3%
<b>Census Tract 117.31</b>	Block Group 2	22.0%
<b>Census Tract 117.32</b>	Block Group 1	24.5%
<b>Census Tract 117.32</b>	Block Group 2	18.5%
<b>Census Tract 118.34</b>	Block Group 3	23.2%
<i>Source: 2015-2019 American Community Survey Five-Year Estimates</i>		

**Table 6: Project Area Language Characteristics, 2019**

<b>Geography</b>	<b>Census Block Group</b>	<b>Percentage of Limited English-Speaking Households</b>
<b>Florida</b>		6.9%
<b>Polk County</b>		4.0%
<b>City of Lakeland</b>		3.9%
<b>Combee Road Study Area</b>		5.2%
<b>Census Tract 105.02</b>	Block Group 1	0%
<b>Census Tract 117.04</b>	Block Group 1	0%
<b>Census Tract 117.04</b>	Block Group 2	6.8%
<b>Census Tract 117.04</b>	Block Group 3	8.8%
<b>Census Tract 117.31</b>	Block Group 1	8.1%
<b>Census Tract 117.31</b>	Block Group 2	9.9%
<b>Census Tract 117.32</b>	Block Group 1	0%
<b>Census Tract 117.32</b>	Block Group 2	4.4%
<b>Census Tract 118.34</b>	Block Group 3	8.9%
<i>Source: 2015-2019 American Community Survey Five-Year Estimates</i>		

The project is not anticipated to divide neighborhoods or adversely affect local access to community facilities. Temporary construction impacts would be the same for all populations within the study area. Access to businesses and community facilities will be maintained throughout construction. This proposed project will enhance mobility for all residents, including minority and low-income populations.

### 3.2 Economic

The proposed improvements will enhance economic conditions along Combee Road with a TWLTL to facilitate traffic operations and sidewalks to support multimodal access to the adjacent businesses. Although some driveways will be restricted to right-in right-out only because of proposed traffic separators, the proposed roundabouts will allow diverted traffic to U-turn and mitigate the change in access. The roundabouts will be designed to accommodate large trucks. Business and residential relocations are not anticipated.



### **3.3 Land Use Changes**

The study area is almost entirely developed with residential and commercial land uses being most predominant. The study area is largely built-out and; therefore, the proposed project would not likely induce secondary development or change existing land use patterns. Additionally, a majority of this project will occur within the existing ROW resulting in few changes to the existing or future land use from the preferred alternative. However, the proposed stormwater ponds will be constructed outside of the existing ROW on undeveloped parcels which will remain undeveloped with the addition of the pond sites.

### **3.4 Mobility**

The proposed improvements would enhance mobility. The inclusion of bicycle lanes and sidewalks would improve pedestrian and bicycle safety and connectivity for the local communities of Eaton Park and Crystal Lake. The proposed project will help to increase accessibility of the public to local community features, especially Crystal Lake Park, Eaton Park, educational facilities, and religious facilities, within the study area. The creation of pedestrian and bicycle facilities along Combee Road will allow for users to safely access the community facilities.

The addition of turn lanes will also help to improve the traffic flow along Combee Road, again improving mobility throughout the study area.

Although there may be some temporary construction impacts along Combee Road, access to businesses and community facilities will be maintained throughout construction.

### **3.5 Aesthetic Effects**

The topography of the project study area is flat, consisting primarily of single- and multi-family residential use, along with single-story commercial buildings. Views within the area are restricted by the existing buildings and trees. The viewshed will not change based on the proposed improvements. Currently, there are no aesthetic features (i.e., landscaping) provided along Combee Road; however, future landscaping will be considered during the design phase.

### **3.6 Relocation Potential**

No business or residential relocations will be required.

The proposed project, as presently conceived, will not displace any residences or businesses within the community. Should this change over the course of the project, a Right of Way and Relocation Assistance Program will be carried out in accordance with Florida Statute 421.55, Relocation of displaced persons, and the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (Public Law 91-646 as amended by Public Law 100-17).

### **3.7 Farmland Resources**

Lands within the project vicinity do not meet the definition of farmland as defined in 7 CFR § 658 and the provisions of the Farmland Protection Policy Act of 1981 do not apply because the entire project area is located in the urbanized area of Lakeland with no designated farmlands adjacent to the project corridor.

## 4. Cultural Resources

The project will not have significant impacts to cultural resources. Below is a summary of the evaluation performed.

### 4.1 Section 106 of the National Historic Preservation Act

A Cultural Resource Assessment Survey (CRAS), conducted in accordance with 36 CFR Part 800, was performed for the project, and the resources listed below were identified within the project Area of Potential Effect (APE). FDOT found that these resources do not meet the eligibility criteria for inclusion in the National Register of Historic Places (NRHP), and State Historic Preservation Officer (SHPO) concurred with this determination on 05/07/2021. Therefore, FDOT, in consultation with SHPO, has determined that the proposed project will result in No Historic Properties Affected.

#### Archaeological Sites

Archaeological background research indicated that no archaeological sites were recorded within the archaeological APE. One previously recorded site, 8PO04076, is approximately 100 meters (m) (328 feet [ft]) to the southeast and five other sites have been recorded within one mile. Site 8PO04076, a lithic scatter, was determined ineligible for listing in the NRHP by the SHPO. A review of relevant site locational information for environmentally similar areas within Polk County and the surrounding region indicated a varied probability for archaeological site occurrence. The background research also indicated that sites, if present, would be lithic and/or artifacts scatters. As a result of the field survey, no previously unrecorded archaeological sites were identified.

#### Historic Sites/Districts

Historic/architectural background research indicated five historic resources (8PO07219, 8PO08009, 8PO04065, 8PO04066, and 8PO04067) were previously recorded within the historic APE. These include two linear resources (8PO07219 and 8PO08009), and three Frame Vernacular style buildings (8PO04065, 8PO04066, and 8PO04067) have been determined ineligible for listing in the NRHP by the SHPO. Historical/architectural field survey resulted in the identification and evaluation of 37 new historic resources (8PO08162-8PO08196; 8PO08479 and 8PO08480). These include Frame Vernacular Masonry Vernacular, Industrial Vernacular, and Minimal Ranch style buildings constructed between circa (ca.) 1958 and ca. 1969 as well as one linear resource. Overall, these resources are common examples of their respective architectural styles that have been altered or were built to basic engineering standards and are not of a unique design or a rare example of its type. In addition, background research did not reveal any historic associations with significant persons and/or events. Thus, these historic resources do not appear eligible for listing in the NRHP, either individually or as part of a historic district. The CRAS is included as technical material in the file and the SHPO concurrence letter is included in the appendix.

### 4.2 Section 4(f) of the USDOT Act of 1966, as amended

The following evaluation was conducted pursuant to Section 4(f) of the U.S. Department of Transportation Act of 1966, as amended, and 23 CFR Part 774.

FDOT is proposing to utilize the existing pond within Crystal Lake Park as a joint-use stormwater management facility, per the recommendations of the Crystal Lake Total Maximum Daily Load (TMDL) Implementation Final Report (July 2017).

The stormwater approach was coordinated with the Polk County Roads and Drainage Division at multiple environmental look around meetings held on October 18, 2018, December 17, 2018, and February 19, 2019. Meeting summaries are located within the Water Quality Impact Evaluation (WQIE) provided as technical material. The potential effects to Crystal Lake Park were discussed with the Parks and Recreation Department during a meeting on April 13, 2021 and September 2, 2021.

Crystal Lake Park and the boat ramp will have minimal impacts from construction of the preferred alternative. This is due to the proposed joint-use pond improvements inside the park and the proposed drainage pipe. After construction of the drainage pipe, the walkway and driveways will be restored to the pre-construction condition. The existing pond will also be improved with a larger footprint, but the improvements will not impact park amenities. The public was given the opportunity to comment on this matter at the public hearing on November 18, 2021. There was one public comment received asking to know how the pond at Crystal Lake Park will be expanded and how much water will be drained into Crystal Lake. No comments expressing opposition were received.

Due to the minor nature of these impacts to Crystal Lake Park, FDOT proposed that this project will have no adverse effect to the park activities, features or attributes, and is eligible to be a *de minimis* determination as per 23 CFR 774. A commitment to coordinate further with Polk County Parks and Natural Resources Division Director during the design phase was included. Polk County, as the Official with Jurisdiction, concurred with this finding on January 31, 2022. A section 4(f) Report is included in the appendix.

### **4.3 Section 6(f) of the Land and Water Conservation Fund Act of 1965**

There are no properties in the project area that are protected pursuant to Section 6(f) of the Land and Water Conservation Fund of 1965.

### **4.4 Recreational Areas and Protected Lands**

There are no other protected public lands in the project area.

## 5. Natural Resources

The project will not have significant impacts to natural resources. Below is a summary of the evaluation performed:

### 5.1 Protected Species and Habitat

The following evaluation was conducted pursuant to Section 7 of the Endangered Species Act of 1973 as amended as well as other applicable federal and state laws protecting wildlife and habitat.

A protected species and habitat assessment was conducted, and the results are summarized in the *Natural Resource Evaluation* (NRE) report provided as technical material in the file.

Based on the information collected, field reviews, and general species, a list of protected species with the potential to occur within the study area was generated. This list includes a total of 42 federal or state protected species that have the potential for occurrence within the project study area. These protected species include 24 floral, five (5) reptilian, and 13 avian species.

**Table 7** presents a list of protected species reviewed for their potential to occur within the study area, their federal or state protection status, preferred habitat, and a ranking of potential occurrence. The potential for occurrence for each species was designated as None, Low, Moderate, or High based on the type of habitat present within the study area, its relative condition, and if the species has been previously documented or was observed in the study area. A *None* rating indicates that no habitat for that species was found within the study area. A *Low* rating indicates that minimal/suboptimal habitat for that species was found within the study area, but the species has not been documented within the study area. A *Moderate* rating indicates that suitable habitat exists, and the species has been documented within one mile of the study area. A *High* rating indicates that suitable habitat exists, and the species was observed during field reviews.

Table 7: Protected Species with Potential to Occur within the Study Area

Species	Designated Status			Habitat Preference	Potential for Occurrence
	Federal	State	FDACS		
<b>Flora</b>					
Florida Bonamia <i>Bonamia grandiflora</i>	T	-	-	Open and disturbed areas in white sand scrub on central Florida ridges that include scrub oaks, sand pine, and lichens.	None
Ashe's Savory <i>Calamintha ashei</i>	-	-	T	Open areas of pine scrub habitat, sandhills, and scrub and disturbed areas such as abandoned fields, roadsides, and fire lanes.	None
Many-Flowered Grass-Pink <i>Calopogon multiflorus</i>	-	-	T	Dry to moist flatwoods with longleaf pine, wiregrass, and saw palmetto.	None
Chapman's sedge <i>Carex chapmani</i>	-	-	T	Hammocks/floodplains of blackwater streams with intermittent floods.	None
Sand Butterfly Pea <i>Centrosema arenicola</i>	-	-	E	Sandhill, scrubby flatwoods, and dry upland woods.	None

Pygmy Fringe Tree <i>Chionanthus pygmaeus</i>	E	-	-	Scrub, sandhills, and xeric hammocks.	None
Scrub pigeon-wing <i>Clitoria fragrans</i>	T	-	-	Turkey oak barrens with wire grass or scrub/scrubby high pine.	None
Piedmont Jointgrass <i>Coelorachis tuberculosa</i>	-	-	T	Margins of lakes and ponds or in wet savanna swales.	None
Cutthroat grass <i>Coleataenia abscissa</i>	E	-	-	Dry prairies, mesic flatwoods, wet flatwoods, depressional marshes, and seepage slopes.	None
Short-Leaved Rosemary <i>Conradina canescens</i> (= <i>C. brevifolia</i> )	E	-	-	Florida scrub habitat on white sand substrates among sand pines and oaks.	None
Scrub Buckwheat <i>Eriogonum longifolium</i> var. <i>gnaphalifolium</i>	T	-	-	Sandhill, oak hickory scrub, high pinelands, and turkey oak barrens with wiregrass, blue jack, and turkey oak.	None
Hartwrightia <i>Hartwrightia floridana</i>	-	-	T	Seepage slopes, edges of baygalls and springheads, wet prairies, and flatwoods with wet peaty soils.	None
Nodding Pinweed <i>Lechea cernua</i>	-	-	T	Deep sands, usually ancient dunes, on which the most common forest is a mixture of evergreen scrub oaks.	None
Florida Spiny-Pod <i>Matelea floridana</i>	-	-	E	Occurs on a variety of wooded habitats from fairly moist woods to upland hardwood forests.	None
Celestial Lily <i>Nemastylis floridana</i>	-	-	E	Wet flatwoods, prairies, marshes, and cabbage palm hammocks edges.	None
Florida Beargrass <i>Nolina atopocarpa</i>	-	-	T	Pine flatwoods, scrubby flatwoods.	None
Britton's Beargrass <i>Nolina brittoniana</i>	E	-	-	Scrub, sandhill, scrubby flatwoods, and xeric hammock.	None
Papery Nailwort <i>Paronychia chartacea</i> ssp. <i>chartacea</i>	T	-	-	White sand clearings in sand scrub of ancient dunes.	None
Yellow Fringeless Orchid <i>Platanthera integra</i>	-	-	E	Wet pine flatwoods, wet prairies, seepage slopes, and depressions within pinelands, marshes, and swamps.	None
Lewton's Polygala <i>Polygala lewtonii</i>	E	-	-	Oak scrub, sandhill, and transition zones between high pine and turkey oak barrens.	None
Florida Jointweed <i>Polygonella basiramia</i>	E	-	-	Open, sandy areas within sand pine scrub.	None
Giant Orchid <i>Pteroglossaspis ecristata</i>	-	-	T	Sandhill, scrub, pine flatwoods, and pine rocklands.	None
Florida Willow <i>Salix floridana</i>	-	-	E	Springheads, edges of spring runs, hydric hammocks, and floodplains.	None

Carter's Warea <i>Warea carteri</i>	E	-	-	Scrub and sandhills with longleaf pine and wiregrass.	None
<b>Reptilian</b>					
Eastern Indigo Snake <i>Drymarchon couperi</i>	T	-	-	Mesic flatwoods, upland pine forests, swamps, wet prairies, xeric pinelands, and scrub habitats.	Low
Gopher Tortoise <i>Gopherus polyphemus</i>	C	T	-	Typically found in dry upland habitats including sandhills, scrub, xeric oak hammock, and dry pine flatwoods; also commonly uses disturbed habitats such as pastures, old fields, and road shoulders	Low
Blue-Tailed Mole Skink <i>Plestiodon egregius lividus</i>	T	-	-	Sandhill, Scrub, and longleaf pine-turkey oak habitats.	Low
Sand Skink <i>Plestiodon reynoldsi</i>	T	-	-	Sandhill, scrub, and longleaf pine-turkey oak habitats.	Low
<b>Avian</b>					
Florida Sandhill Crane <i>Antigone canadensis pratensis</i>	-	T	-	Wet and dry prairies, marshes, and marshy lake edges.	Low
Florida Grasshopper Sparrow <i>Ammodramus savannarum floridanus</i>	E	-	-	Requires large areas of frequently burned dry prairie habitat with patchy open areas sufficient for foraging. May persist in pasture lands that have not been intensively managed so as to remove all vegetation.	None
Florida Scrub-Jay <i>Aphelocoma coerulescens</i>	T	-	-	Typically found in early successional stages of fire-dominated xeric oak communities located on well-drained, sandy soils; preferred habitat consists of scrub oaks between 3 and 10 feet tall, with open sand and scattered clumps of herbaceous vegetation.	None
Florida Burrowing Owl <i>Athene cunicularia floridana</i>	-	T	-	Areas of short, herbaceous groundcover; including prairies, sandhills, and farmland.	Low
Crested Caracara <i>Caracara cheriway</i>	T	-	-	Open country such as dry prairie and pasture lands with scattered cabbage palm, cabbage palm/live oak hammocks, and shallow ponds and sloughs. Cabbage palms or live oaks with low-growing surrounding vegetation are required for nesting.	None
Little Blue Heron <i>Egretta caerulea</i>	-	T	-	Freshwater marshes, coastal beaches, mangrove swamps, cypress swamps, hardwood swamps, wet prairies and bay swamps.	Low
Tricolored Heron <i>Egretta tricolor</i>	-	T	-	Freshwater marshes, coastal beaches, mangrove swamps, cypress swamps, hardwood swamps, wet prairies and bay swamps.	Low

Bald Eagle <i>Haliaeetus leucocephalus</i>	NL1	NL2	-	Large open water bodies, saltwater marshes, dry prairies, mixed pine, hardwood forests, wet prairies, marshes, pine flatwoods, and sandhills.	High (observed flying overhead)
Wood Stork <i>Mycteria americana</i>	T	-	-	Fresh and saltwater habitats such as fresh and saltwater marshes, tidal flats, wet prairies, cypress swamps, and agricultural environments.	Low
Red-cockaded Woodpecker <i>Picoides borealis</i>	E	-	-	Mature pine woodlands that have a diversity of grass, forb, and shrub species. Longleaf and slash pine flatwoods.	None
Roseate Spoonbill <i>Platalea ajaja</i>	-	T	-	Freshwater marshes, coastal beaches, mangrove swamps, cypress swamps, hardwood swamps, wet prairies and bay swamps.	Low
Notes:					
E = endangered, T = threatened, SSC = species of special concern, SAT = Federal Threatened due to similarity of appearance, C = candidate, NL = not listed, FDACS = Florida Department of Agriculture and Consumer Services					
1 While not listed under the ESA, the Bald Eagle is federally protected under the Bald and Golden Eagle Protection Act.					
2 While not listed under Chapter 68A-27 FAC, the Bald Eagle is state protected under the Florida Fish and Wildlife Conservation Commission (FWC) Bald Eagle Management Plan (2008).					

Environmental scientists familiar with Florida natural communities conducted field reviews of the project area and adjacent habitats and general species surveys on October 17, 2018, January 24, 2019, and October 6, 2020. A sand and blue-tail mole skink review and technical memorandum was completed in September and November 2020 and are available in Appendix H of the NRE in the file. The study area is either partially or wholly within several consultation areas; however, there is no suitable habitat and no documented occurrences for the following species within the study area: Florida bonamia, pygmy fringe tree, scrub pigeon-wing, short-leaved rosemary, scrub buckwheat, Britton's beargrass, papery nailwort, Lewton's polygala, Florida jointweed, Carter's warea, blue-tailed mole skink, sand skink, Florida grasshopper sparrow, Florida scrub-jay, crested caracara, red-cockaded woodpecker, and Everglade snail kite. Therefore, the project will have "no effect" on these species.

There are two (2) federally protected species that have the potential to occur within the project area. These species and their associated effect determinations are discussed below:

**Eastern indigo snake** - While there is suitable habitat for this species throughout the undeveloped communities of the study area, the eastern indigo snake was not observed during field reviews. Additionally, no individuals have been documented within one mile of the study area and the proposed project will impact less than 25 acres of xeric habitat. The US Fish and Wildlife Service (USFWS) *Standard Protection Measures for the Eastern Indigo Snake* (updated August 2013) will be implemented during construction to minimize impacts to this snake. Based on this information and coordination, this project qualifies for a **may affect, not likely to adversely affect** determination. The path to this determination followed the key steps A>B>C>D>MANLAA as shown in the NRE, Appendix G. A commitment to implement the protection measures for the indigo snake is provided within Section 10, Commitments Summary.

**Wood stork** - Minimal foraging habitat for this species in the surface waters, lake and wetland shrub is present within the study area but no nesting habitat or wood storks were observed. The study area is located within the 18.6-mile buffer of three active wood stork nesting colonies; however, none are located within one mile of the study area. The primary



concern for this species is loss of suitable foraging habitat within the core foraging area (CFA) of a wood stork colony. Since anticipated impacts are less than 0.5 acres within the CFA, a wood stork suitable foraging analysis was not required. As part of this project, impacts to wetlands within the study area will be mitigated for within the CFA of one (1) or more of the affected rookeries. Using this information, along with the South Florida Wood Stork Effect Determination Key (May 2010), it was determined that this project qualifies for a **may affect, not likely to adversely affect** determination. The path to this determination followed the key steps A>B>C>E>MANLAA as shown in the NRE, Appendix G. A commitment to mitigate for impacts to suitable wood stork foraging habitat is provided within Section 10, Commitments Summary.

The affect determinations for the federally listed species above was concurred with by USFWS on July 27, 2021. The concurrence letter is included as an attachment.

The project study area also potentially contains state protected species including the gopher tortoise, Florida burrowing owl, little blue heron, tricolored heron, Florida sandhill crane, roseate spoonbill, Florida pine snake, short-tailed snake, and southeastern American kestrel and 13 plants.

At the time of the site reviews, no gopher tortoise burrows were observed within or adjacent to the project limits. However, if gopher tortoises or burrows are found within the project area, FDOT will coordinate with the FWC to secure all permits needed to relocate the tortoises and associated commensal species prior to construction. FWC requires the excavation and relocation of any gopher tortoise burrows and individuals within the project limits prior to construction. Permits to excavate and relocate tortoises are issued through FWC and would be completed as either a 10 or Fewer Burrows permit or a Conservation permit. No Florida sandhill cranes were observed within or adjacent to the project limits. A commitment was made that FDOT will survey areas of suitable nesting habitat prior to construction if construction activities take place during the nesting season (January through July), and will coordinate with the FWC if nesting pairs are identified within 400 feet of the project's construction limits.

A no effect or no adverse effect was determined for all of these state protected plants or animals (Table 8), as none have been documented within one mile of the study area or observed during field reviews. The FWC concurrence letter, dated July 21, 2021, is provided in the Attachments.

**Table 8. State Protected Species Impact Determinations**

<b>Project Impact Determination</b>	<b>State Listed Species</b>
<b>"No effect anticipated"</b>	Ashe's savory ( <i>Calamintha ashei</i> )
	Many-flowered grass-pink ( <i>Calopogon multiflorus</i> )
	Chapman's sedge ( <i>Carex chapmannii</i> )
	Sand butterfly pea ( <i>Centrosema arenicola</i> )
	Hartwrightia ( <i>Hartwrightia floridana</i> )
	Nodding pinweed ( <i>Lechea cernua</i> )
	Florida spiny-pod ( <i>Matelea floridana</i> )
	Celestial lily ( <i>Nemastylis floridana</i> )
	Florida beargrass ( <i>Nolina atopocarpa</i> )
	Cutthroat grass ( <i>Panicum abscissum</i> )
	Yellow fringeless orchid ( <i>Platanthera integra</i> )
	Giant orchid ( <i>Pteroglossaspis ecristata</i> )

	Florida willow ( <i>Salix floridana</i> )
<b>"No adverse effect anticipated"</b>	Gopher tortoise ( <i>Gopherus polyphemus</i> )
	Florida burrowing owl ( <i>Athene cunicularia floridana</i> )
	Little blue heron ( <i>Egretta caerulea</i> )
	Tricolored heron ( <i>Egretta tricolor</i> )
	Florida sandhill crane ( <i>Antigone canadensis pratensis</i> )
	Roseate spoonbill ( <i>Platalea ajaja</i> )
	Florida pine snake ( <i>Pituophis melanoleucus mugitus</i> )
	Short-tailed snake ( <i>Lampropeltis extenuate</i> )
	Southeastern American Kestrel ( <i>Falco sparverius paulus</i> )

The bald eagle is not listed as endangered or threatened but is protected under the Bald and Golden Eagle Protection Act (BGEPA) in accordance with the 16 United States Code 668 and the migratory Bird Treaty Act of 1918. No bald eagle nests are located within the study area but two (2) are located within one mile. During a field review, an adult bald eagle was observed flying over the project area.

## 5.2 Wetlands and Other Surface Waters

The following evaluation was conducted pursuant to Presidential Executive Order 11990 of 1977 as amended, Protection of Wetlands and the USDOT Order 5660.1A, Preservation of the Nation's Wetlands.

A wetland evaluation was conducted, and the results are summarized in the NRE. Based on this evaluation, one (1) wetland and two (2) surface waters were documented within the study area. **Table 9** summarizes the direct impacts to wetlands and surface waters for Alternative 1 and 2 (both have the same impacts).

**Table 9: Wetland and Surface Water Impacts**

<b>ID</b>	<b>FLUCFCS Classification1</b>	<b>USFWS Classification2</b>	<b>Impact Acres for Alternative 1 &amp; 2 (ac)</b>
WL 01	631	PSS1C	0.16
SW 01	523	PAB3H	0.21
SW 02	510x	PUB2Fx	0.10
<b>Total Wetland Impacts</b>			<b>0.16</b>
<b>Total Surface Water Impacts</b>			<b>0.31</b>
<b>Total Impacts</b>			<b>0.47</b>

A summary of the functional loss for Alternative 1 and 2 is shown in **Table 10** below.

**Table 10: Functional Loss**

<b>Name</b>	<b>FLUCFCS Classification</b>	<b>USFWS Classification</b>	<b>UMAM Delta</b>	<b>Impact Acres</b>	<b>Functional Loss</b>
<b>Alternative 1 &amp; 2</b>	510x	PUB2Fx	-0.50	0.10	0.05
	523	PAB2H	-0.63	0.21	0.14

	631	PSS1C	-0.60	0.16	0.10
<b>Total</b>				<b>0.47</b>	<b>0.29</b>

After review of the project's potential impacts to wetlands and in accordance with EO 11990, it has been determined that the proposed project will have no significant short-term or long-term adverse impacts to wetlands, there is no practical alternative to construction in wetlands as the project is the widening of an already existing roadway, and measures have been taken to minimize harm to wetlands along the project corridor. Wetland impacts which result from the construction of this project will be mitigated pursuant to Section 373.4137, F.S. to satisfy all mitigation requirements of Part IV, Chapter 373, F.S. and 33 U.S.C. 1344.

The final design of the project will avoid and minimize impacts to wetlands, wildlife and habitat to the greatest extent practicable and appropriate mitigation options will be provided for unavoidable impacts. Compensatory mitigation for this project will be completed through the use of mitigation banks and any other mitigation options that satisfy state and federal requirements. Both the Peace River and the Boran Ranch Mitigation Banks have service areas that overlap the project limits. The Southwest Florida Water Management District (SWFWMD) and US Environmental Protection Agency (EPA) reviewed the NRE and provided comments for consideration in emails dated July 30, 2021 and August 17, 2021, respectively. The comments generally confirmed the findings of the NRE and provided additional information for consideration during the design phase. Both emails are provided in the Attachments.

Wetland permits are anticipated for this project. SWFWMD requires an Environmental Resource Permit (ERP) when construction of any project results in the creation of a new or modification of an existing surface water management system or results in impacts to waters of the state. Under current state rules, the SWFWMD will likely require an individual permit for this project. The Florida Department of Environmental Protection was given the authority to assume the federal dredge and fill permitting program under section 404 of the Clean Water Act within state-assumed waters and created the State 404 Program within Chapter 62-331, F.A.C. to facilitate this assumption. This State 404 Program is responsible for overseeing permitting for any project proposing dredge or fill activities within state-assumed waters. The State 404 Program is a separate program from the existing ERP program, and projects within the state-assumed waters require both an ERP and a State 404 Program authorization. The wetlands and surface waters associated with this project would fall under the state-assumed waters definition and therefore would require a permit through this program.

### 5.3 Essential Fish Habitat (EFH)

There is no Essential Fish Habitat (EFH) in the project area.

### 5.4 Floodplains

Floodplain impacts resulting from the project were evaluated pursuant to Executive Order 11988 of 1977, Floodplain Management.

The existing drainage along Combee Road is mostly roadside ditches with some sections of curb and gutter with curb inlets. The project is divided into two basins by a high point between Exchange Avenue and Kiwanis Avenue. The southern basin drains south and discharges to ditches along US 98. The northern basin drains north and discharges directly to Crystal Lake.

The Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) for Polk County was used to identify potential floodplain and floodway encroachments. According to the existing FEMA FIRM Panel No. 12105C0320G, only one location within the project limits is located within the 100-year floodplain. At the intersection of Combee Road and North Crystal Lake Drive there is a floodplain designated Zone A. In addition, Crystal Lake has a 100-year floodplain designated Zone AE (elevation 139.1). Because the existing roadway is proposed to be widened within this area, floodplain impacts are anticipated and will need to be addressed during design. During the design phase for this project, the SWFWMD hydraulic models will need to be updated to include the proposed improvements to Combee Road. Correspondence with Polk County regarding floodplain risks for this project can be found in the Location Hydraulics Report (LHR).

For the build alternative, closed storm sewer systems utilizing curb and gutter inlets and back of sidewalk inlets are recommended to accommodate the proposed typical section. One new pond site is proposed within the southern basin and modification of an existing pond is proposed for the northern basin. Additional detail related to the pond sites is provided in Section 5.6 Water Resources. The proposed improvements in this project were evaluated to determine whether there would be adverse floodplain impacts and are documented in the LHR. Replacement of drainage structures for this project are limited to hydraulically equivalent structures which are not expected to increase the backwater surface elevations. The limitations to the hydraulic equivalency being proposed are basically due to restrictions imposed by the geometrics of design, existing development, cost feasibility, or practicability. An alternative encroachment location is not considered since it does not meet the project's purpose and need or is economically unfeasible. Since flooding conditions in the project area are inherent in the topography or are a result of other outside contributing sources, and there is no practical alternative to eradicate flooding problems in any significant amount, existing flooding will continue, but will not increase as the result of the construction of this project. Furthermore, the project will not affect existing flood heights or floodplain limits. There will be no significant change in the potential for interruption or termination of emergency service or emergency evacuation routes as the result of construction of this project. Therefore, it has been determined that this encroachment is not significant.

## **5.5 Sole Source Aquifer**

There is no Sole Source Aquifer associated with this project.

## **5.6 Water Resources**

The project sits within the waterbody identification (WBID) areas of Banana Lake Canal WBID 1549A and Saddle Creek WBID 1497, which are impaired for nutrients and bacteria, respectively. The City of Lakeland is studying Crystal Lake WBID 1497A to address TMDL impairment for nutrients. Most of the adjacent parking lots have no stormwater collection but drain to the Combee Road collection system.

The project can be divided into two drainage basins with one sub-basin. Basin 1 is the southern portion of the corridor that discharges to US 98. The limits of Basin 1 are from US 98 to Kiwanis Avenue. The sub-basin within Basin 1 is a portion that discharges into existing neighborhoods to the west from Commerce Point Drive to Kiwanis Avenue. Basin 2 is the northern portion, which discharges to Crystal Lake. The limits of Basin 2 are from Kiwanis Avenue to North Crystal Lake Drive.

To reduce the ROW needs for off-site ponds and to address the treatment and attenuation for this project, Environmental Look-Around (ELA) meetings were conducted and documented within the Water Quality Impact Evaluation.

For Basin 1, an approximate 1.2-acre pond site is needed. The preferred pond site is located on property owned by Ridley USA on the west side of Combee Road between Lyonal Drive and McJunkin Road. For Basin 2, the preferred stormwater treatment approach is to use the existing pond on the north side of Crystal Lake and add a control structure to the existing ditch between South Crystal Lake Drive and Skyview Drive. A map of the proposed pond sites is provided in Figure 4. Additional information is provided in the Pond Siting Report.

The proposed improvements add relatively little additional pavement to the existing roadway. Currently there is no treatment for stormwater runoff leaving Combee Road and entering Crystal Lake. The addition of a curb and gutter system and proposed stormwater ponds will treat the runoff. To ensure there are no secondary or indirect impacts, Best Management Practices will be employed during construction to minimize potential runoff and stormwater management will be designed and implemented as required by state regulations. Both a National Pollutant Discharge Elimination System (NPDES) permit and the development of a Stormwater Pollution Prevention Plan and Environmental Resource Permit will be needed for this project.

Figure 4. Proposed Pond Sites



### **5.7 Aquatic Preserves**

There are no aquatic preserves in the project area.

### **5.8 Outstanding Florida Waters**

There are no Outstanding Florida Waters (OFW) in the project area.

### **5.9 Wild and Scenic Rivers**

There are no designated Wild and Scenic Rivers or other protected rivers in the project area.

### **5.10 Coastal Barrier Resources**

There are no Coastal Barrier Resources in the project area.

## 6. Physical Resources

The project will not have significant impacts to physical resources. Below is a summary of the evaluation performed for these resources.

### 6.1 Highway Traffic Noise

This project is a Type III project according to the provisions of 23 CFR 772 and Section 335.17, F.S., therefore noise analysis or consideration of abatement measures is not required.

The traffic noise requirements for the proposed project have been reviewed and a detailed noise study is not required because the project does not substantially change the existing horizontal or vertical alignment or add through lanes. A noise study memorandum was completed and is provided as technical material in the file. The proposed addition of sidewalks and operational improvements are considered a Type III project.

Residences have been identified within the SR 659 (Combee Road) project limits as construction noise and vibration sensitive receptors. However, construction of the proposed roadway improvements will not have any substantial noise or vibration impact. If noise-sensitive land uses develop adjacent to the roadway prior to construction, additional impacts could result. It is anticipated that the application of the FDOT Standard Specifications for Road and Bridge Construction will minimize or eliminate most of the potential construction noise and vibration impacts. However, should unanticipated noise or vibration issues arise during the construction process, the Project Manager, in concert with the District Noise Specialist and the Contractor, will investigate additional methods of controlling these impacts.

### 6.2 Air Quality

This project is not expected to create adverse impacts on air quality because the project area is in attainment for all National Ambient Air Quality Standards (NAAQS) and because the project is expected to improve the Level of Service (LOS) and reduce delay and congestion on all facilities within the study area.

Construction activities may cause short-term air quality impacts in the form of dust from earthwork and unpaved roads. These impacts will be minimized by adherence to applicable state regulations and to applicable FDOT Standard Specifications for Road and Bridge Construction. Although the ETDM Environmental Screening Tool (EST) evaluation referenced an Air Quality Technical Memorandum (AQTM) as supporting documentation, the preferred alternative does not warrant an evaluation because this project reduces delay and congestion.

### 6.3 Contamination

A Contamination Screening Evaluation Report (CSER) was completed and is provided as technical material in the file. A total of thirty-one (31) potentially contaminated and/or known to be contaminated sites were identified within 500 feet of the project corridor with risk evaluation ratings as follows: zero (0) No risk, seventeen (17) Low risk, twelve (12) Medium risk, and two (2) High risk (Table 11).



The Medium and High risk sites have the potential to impact the Build Alternative. Further evaluation will be performed during the design phase for any areas of this project that are impacted or potentially impacted by the Medium and High risk sites.

Table 11. Medium or High Contaminated Sites

Site No.	Site ID. per GeoSearch Radius Report	Facility Name	Facility ID	Risk Evaluation Rating
2	2	Shell-Commerce #453 / Sunoco / Speedway	8839619 FLG910353 FLR000100172 110016729664	Medium
3	3	Lakeland Animal Nutrition / Hubbard Feeds	1066669 8623605 110070068266 110000856869 FLR05B119 33840LKLND2801S 3380WHBBRD281SC	Medium
6	6	Dalleh CC Inc / MPS Investments LLC	8623911 97662	Medium
7	7	Circle K #7017	8624362 110006389498 FLD984252114	High
11	N/A	Rail Corridor	None	Medium
12	12	Hexion Inc/ AZS Corp / Shell Chemical / Resolution Performance / Schering Berlin Polymers	COM_69891 FLR05D012 FLD058449927	High
16	N/A	Willie Automotive	None	Medium
18	18	Mine & Mill Supply Co	8628729	Medium
21	21	Maclan Corp.	FLD984234732	Medium
22	22	McGinnes Industries, Inc	8736183	Medium
25	25	I Tyler Food Enterprises, Inc.	8624178	Medium
26	N/A	1954 South Combee Road	None	Medium
27	N/A	Cleaners	None	Medium
28	N/A	Shaun's American Service	None	Medium

\*GeoSearch Radius Report Sites 1, 11 and 16 are NPDES permit facilities and therefore were not included in this table.

The remaining facilities listed in the GeoSearch Radius Report are over 500-feet away from the project corridor and were not included in this table.

## 6.4 Utilities and Railroads

Combee Road is an important utility corridor, carrying reclaimed cooling water to the CD McIntosh Jr. Power Plant via two underground 24-inch pipes and feeding electricity from the power plant to a substation and surrounding properties. No less than four different overhead electric line voltages can be found along Combee Road: 3-phase 230kV transmission, 3-phase 69kV transmission, 3-phase 12kV distribution, and 240V service.

Although most utilities occupy FDOT ROW by permit, Lakeland Electric procured a public purpose easement to install and maintain the high-voltage transmission lines and poles mostly on private property along the east side of the Combee Road ROW. This easement varies in width from 0 to 20 feet depending on the parcel.

For this project, utilities were located by utility records (quality level D) and were not field verified. Verified vertical horizontal's (VVH) will be collected during the design phase to identify or avoid utility conflicts with the proposed drainage structures. Conflicts with Lakeland Electric's large diameter transmission poles are not anticipated. However, there are 13 potential conflicts with distribution poles. The previous Combee Road resurfacing project used flume inlets next to Crystal Lake to avoid a potential water main conflict. The proposed drainage may conflict with this water line at seven locations where the curb and the utility intersect. Avoidance of the non-potable water lines and gas line on the right side of the roadway is highly desirable. Further utility discussion is included in the Preliminary Engineering Report (PER) provided as technical material in the file.

Railroad crossing 624180-A has a single track belonging to CSX Transportation and crosses Combee Road between McJunkin Road and Crystal Wood Drive. There are four trains per week according to the USDOT Crossing Inventory Form and only three reported incidents, the latest in 1980. The Type II railroad grade crossing traffic control device (per FDOT Design Standards Index 509-070) is a flashing warning device with a cantilever and no gate arms. Coordination with CSX Transportation will occur during the design phase.

## 6.5 Construction

Construction activities may cause short-term air quality impacts in the form of dust from earthwork and unpaved roads. These impacts will be minimized by adherence to applicable state regulations and to applicable FDOT Standard Specifications for Road and Bridge Construction.

40 CFR Part 122 prohibits point source discharges of stormwater to waters of the U.S. without a National Pollutant Discharge Elimination System (NPDES) permit. Under the State of Florida's delegated authority to administer the NPDES program, construction sites that will result in greater than one acre of disturbance must file for and obtain either coverage under an appropriate generic permit contained in Chapter 62-621, F.A.C., or an individual permit issued pursuant to Chapter 62-620, F.A.C. A major component of the NPDES permit is the development of a Stormwater Pollution Prevention Plan (SWPPP). The SWPPP identifies potential sources of pollution that may reasonably be expected to affect the quality of stormwater discharges from the site and discusses good engineering practices (i.e., best management practices) that will be used to reduce the pollutants.

The contractor will be required to follow a stormwater pollution prevention plan as part of the DEP Generic Permit.

## **7. Engineering Analysis Support**

The engineering analysis supporting this environmental document is contained within the Preliminary Engineering Report.

## 8. Permits

The following environmental permits are anticipated for this project:

### State Permit(s)

DEP or WMD Environmental Resource Permit (ERP)  
DEP National Pollutant Discharge Elimination System Permit  
FWC Gopher Tortoise Relocation Permit  
State 404 Permit

### Status

To be acquired  
To be acquired  
To be acquired  
To be acquired

## 9. Public Involvement

The following is a summary of public involvement activities conducted for this project:

### Summary of Activities Other than the Public Hearing

On August 15, 2017, the Advanced Notification package was distributed to federal, state, and local agencies.

On March 29, 2018, the ETDM Summary Report was published for the project.

In May 2018, the Public Involvement Plan was prepared that outlined the public outreach approach for the project.

On August 23, 2018, a Public Kickoff Meeting was held at the Somos Church near the project corridor. The meeting contained a large aerial plot of the existing Combee Road and had staff available to answer questions about the purpose, need, and goals of the project.

On March 7, 2019, an Alternatives Public Meeting (#1) was held at the Somos Church near the project corridor. The meeting was an informal open-house format with displays of the Alternative 1 concept and a video running on loop that described the project. Forty-six (46) people attended the meeting and six (6) comments were received. The comments generally supported the build alternative, with two (2) comments expressing concern about impacts to private properties, and another suggesting a different configuration for the Combee Road at the US 98 intersection.

On November 12, 2020, an additional Alternatives Public Meeting (#2) was held as a Virtual Public Workshop that ran until December 3. There was no in-person event due to the constraints caused by the Covid-19 pandemic, but printed packets of all materials were available at the Lakeland Public Library. This additional meeting was held to present the new Alternative 2 concept, as well as the potential roundabout intersections at Maine Avenue and Skyview Drive. There were 81 website visits, 48 project video views, 43 printed packets picked up, and 11 sign-ins. Thirteen (13) comments were received, expressing concerns about bicyclists and pedestrians, ROW impacts, roundabouts, commercial traffic, and Industrial Park Drive access. Public sentiment regarding the build alternatives were evenly split between Alternative 1 and Alternative 2.

All comments received were taken into consideration in the development of the alternatives. A copy of all comments and responses is contained in the project file.

**Date of Public Hearing:** 11/18/2021

### Summary of Public Hearing

A Public Hearing was held on Thursday, November 18, 2021. Public Hearing notifications were sent to elected and appointed officials and property owners and tenants living within at least 300 feet of the project. Notifications were also published within the Florida Administrative Register, the Lakeland Ledger, and on FDOT's public notices website. A copy of all notifications are contained within the project file. The public was provided multiple ways to participate: virtually from a computer, tablet, or mobile device; in-person at Somos Church; and through the project website. For the in-person location, an informal, open house began at 5:00 p.m. where display boards and project materials were available for public review. The formal presentation and opportunity for public testimony began at 6:00 p.m. for both in-person and virtual participants. The project video provided an overview of the Preferred Alternative, summary of potential impacts, and information on how to comment. After the project video, a 15-minute intermission was provided to allow in-person and

virtual participants an opportunity to review project materials and ask questions. The formal comment period began after the intermission. No one at the in-person location provided a public statement at the microphone. One online attendee provided a verbal comment expressing support for the project.

Printed copies of the PD&E documents were provided from October 28, 2021 to December 2, 2021 at the following locations: online through the project website; City of Lakeland City Hall; and FDOT District One Headquarters. A printed copy of the PD&E documents was also made available at the Public Hearing in-person location. A copy of the draft Type 2 Categorical Exclusion displayed to public is available in the project file. All hearing materials, including the project video, was posted to the project website on November 11, 2021.

Seventeen (17) attendees signed in at the in-person meeting and seven (7) attended virtually. Attendees at the in-person location received a handout and comment form. A copy of the handout was provided through the project website for virtual participants. Five written comments were received at the Hearing and an additional comment was received via mail after the Hearing: two comments requested more separation between the sidewalk and fence for the section along the row of houses between Exchange Avenue and Kiwanis Avenue; one comment expressed their objection to the roundabouts; one comment requested information about the amount of water draining into Crystal Lake; one comment requested that the proposed median opening just south of Skyview Drive consider buses making a left turn from the adjacent property to go northbound on Combee Road; and one comment expressed concern that the project would impact parking in front of their business. All comments received were taken into consideration. A Comments and Coordination Report was prepared and included in the project file. The Public Hearing Transcript and Public Hearing Certification is included in the appendix.

## 10. Commitments Summary

1. FDOT will further coordinate with Polk County, including the Parks and Natural Resources Division Director, during the design phase regarding the use of the pond within Crystal Lake Park.
2. The most recent version of the USFWS' *Standard Protection Measures for the Eastern Indigo Snake* will be adhered to during construction of the proposed project.
3. Impacts to suitable foraging habitat for the federally-protected wood stork will be mitigated through the purchase of credits from a U.S. Fish and Wildlife Service-approved mitigation bank pursuant to Section 373.4137, F.S. or as otherwise agreed to by FDOT and the appropriate regulatory agencies.
4. If Florida sandhill crane nests are observed during future re-surveys prior to construction, then a 400-foot buffer will be used if construction occurs during the nesting season (January through July). FDOT will coordinate with the FWC during the project construction phase, if necessary.



## 11. Technical Materials

The following technical materials have been prepared to support this environmental document.

Cultural Resources Assessment Survey (CRAS)  
Water Quality Impact Evaluation (WQIE)  
Natural Resources Evaluation (NRE)  
Location Hydraulics Report  
Noise Study Memorandum  
Contamination Screening Evaluation Report (CSER)  
Preliminary Engineering Report  
Project Traffic Analysis Report  
Pond Siting Report  
Roundabout Evaluation Technical Memorandum  
Public Involvement Plan  
Comments and Coordination Report

## **Attachments**

### **Planning Consistency**

Project Plan Consistency Documentation

### **Cultural Resources**

SHPO Concurrence Letter

Section 4(f) Report

### **Natural Resources**

FWC Species Concurrence Letter

SWFWMD NRE Correspondence Memorandum

EPA Correspondence

Species Concurrence Letter

### **Public Involvement**

Public Hearing Transcript

Public Hearing Certification

## **Planning Consistency Appendix**

Contents:

Project Plan Consistency Documentation



# MOMENTUM 2045 LONG RANGE TRANSPORTATION PLAN ADOPTION

The Polk Transportation Planning Organization (TPO) held a public hearing on December 10th, 2020, at a regularly scheduled TPO Board meeting to obtain comments on *Momentum 2045*, prior to the Board's adoption of the Plan. Pursuant to the TPO's adopted Public Participation Process (PPP), the public hearing followed a public comment period that was established by the Board on October 8, 2020. Advertisements for the public comment period and hearing were published in *The Ledger (Lakeland)* on October 12, 2020, and December 1, 2020. The public comment period and public hearing were also announced on the TPO's website and on social media. Following the staff's presentation and TPO Board discussion, the TPO chairman opened the public hearing. No public comments were made and the public hearing was closed by the chairman. The Board adopted *Momentum 2045* with a unanimous roll call vote.



March 2021

**Prepared For:**



**Prepared By:**



Cover Photo and Additional Aerial Photo Credits: Julia Davis, AICP (Polk TPO) and pilot Nick Harboe, Aviation Specialist (Polk County Parks and Natural Resources); Other photos: Polk TPO and consultant team except where noted



## LIST OF TABLES

Table 2-1: Momentum 2045 Goals and FAST Act Planning Factors Comparison.....	2-6
Table 2-2: Momentum 2045 Goals and Florida Transportation Plan Goals Comparison.....	2-7
Table 2-3: Polk TPO Safety Performance Measures and Targets.....	2-8
Table 2-4: Polk TPO Bridge and Pavement Condition Performance Measures and Targets .....	2-8
Table 2-5: Polk TPO System Performance Measures and Targets (PM3) .....	2-9
Table 2-6: Performance Measures for Transit Vehicles, Lakeland Area Mass Transit District (LAMTD).....	2-10
Table 2-7: Performance Measures for Transit Equipment, Lakeland Area Mass Transit District (LAMTD).....	2-10
Table 2-8: Performance Measures for Transit Facilities, Lakeland Area Mass Transit District (LAMTD).....	2-10
Table 2-9: Momentum 2045 LRTP Objectives and Freight Mobility and Trade Plan Objectives .....	2-11
Table 2-9: Safety Performance Targets.....	2-12
Table 3-1: Countywide Population and Employment Control Totals.....	3-5
Table 3-2: School/College Enrollment Control Totals .....	3-6
Table 3-4: Planning Allocation Summary Table.....	3-7
Table 4-1: Total Revenue for Roadway Capital Projects (2025-2045) in Millions (Year of Expenditure) .....	4-2
Table 4-2: TIP FY 2020/21 - 2024/25 Revenues by Type .....	4-8
Table 4-3: TIP FY 2020/21 - 2024/25 Capacity Projects.....	4-8
Table 4-4: TIP FY 2020/21 - 2024/25 Bicycle, Pedestrian, and Trail Projects.....	4-9
Table 4-5: Cost Feasible Projects - Tier 2 (2026 – 2035) and Tier 3 (2036 – 2045) (Funded through construction) ..	4-10
Table 4-6: Illustrative Projects - Tier 4 .....	4-12
Table 4-7: Unfunded Needs - Tier 5 and Vision Improvements - Tier 6.....	4-13
Table 4-8: Complete Streets Projects .....	4-15
Table 4-9: Intersection and Interchange Need Projects.....	4-16
Table 4-10: Projected Transit Revenues - (LAMTD/Citrus Connection).....	4-36
Table 5-1: Highway Projects .....	5-11
Table 5-2: Transit Projects .....	5-11
Table 5-3: Bicycle and Pedestrian Projects .....	5-12
Table 5-4: Freight Projects .....	5-12
Table 5-5: Multi-Use Trail Projects .....	5-12
Table 6-1: Performance Measure 1 (PM1) - Safety .....	6-2
Table 6-2: Performance Measure 2 (PM2) - Pavement and Bridge Condition.....	6-3
Table 6-3: Performance Measure 3 (PM3) - System and Freight Performance.....	6-3

Table 6-4: Mobility Performance Measures, Targets, and Indicators .....	6-4
Table 6-5: Safety Performance Measures, Targets, and Indicators .....	6-5
Table 6-6: Sustainable Resources Performance Measures, Targets, and Indicators.....	6-5
Table 6-7: Economy Measures, Targets, and Indicators .....	6-6
Table 6-8: Livability Performance Measures, Targets, and Indicators .....	6-6
Table 6-9: Acceptable Overall Level of Congestion .....	6-7
Table 6- 10: Momentum 2045 Potential Mitigation Strategies .....	6-12
Table 7-1: Committed Projects - Tier 1 (2021 – 2025) (Funded through construction) .....	7-14
Table 7-2: Cost Feasible Projects - Tier 2 (2026 – 2035) and Tier 3 (2036 – 2045) (Funded through construction) ..	7-14
Table 7-3: Partially-Funded and Illustrative Projects - Tier 4.....	7-15
Table 7-4: Unfunded Needs (Tier 5) and Vision Projects (Tier 6) .....	7-16
Table 7-5: Four Corners Area Transit Needs .....	7-20

## LIST OF APPENDICES

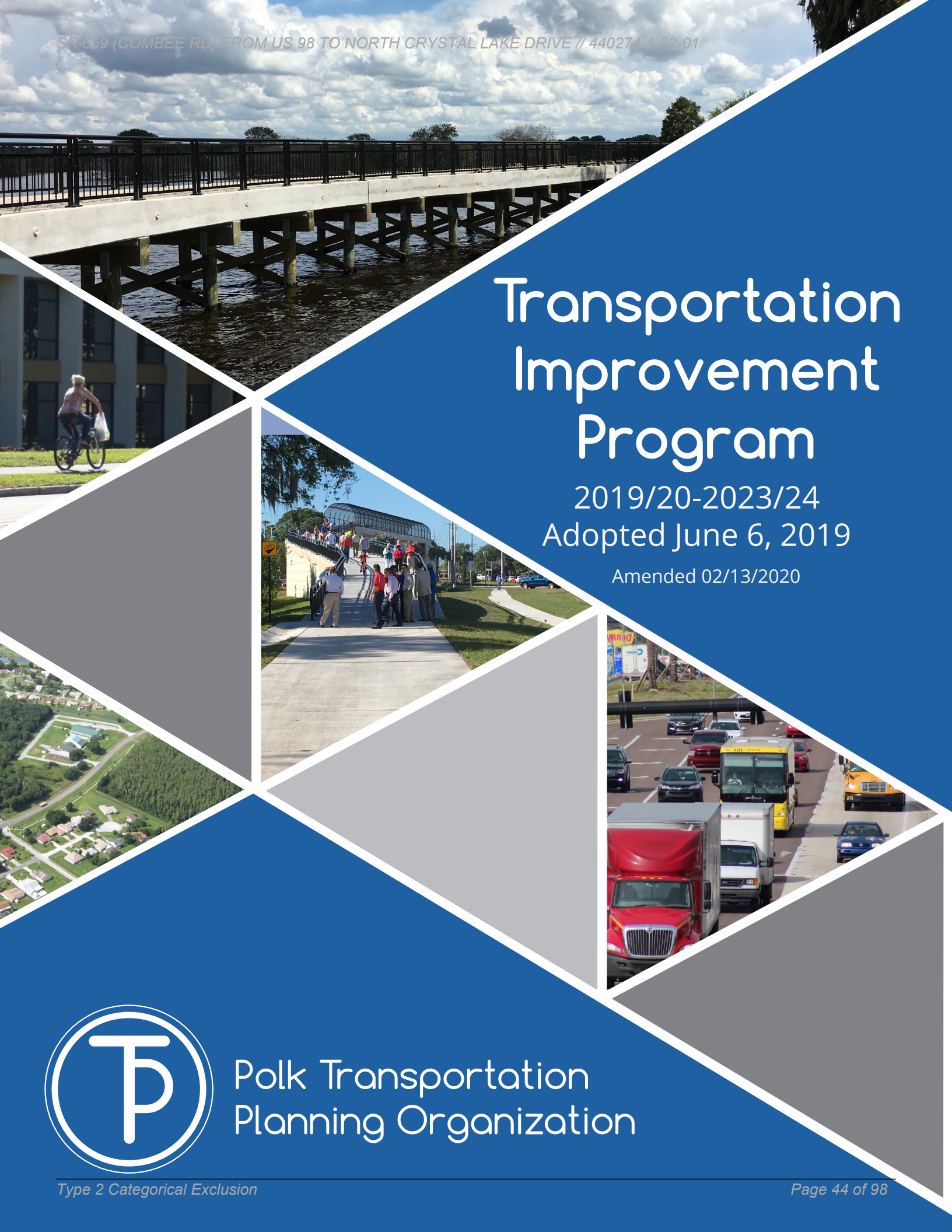
Appendix A. Polk TPO 2020 System Performance Report
Appendix B. Roadway Projects and Costs (Present Day Cost)
Appendix C. Roadway Projects and Costs (Year of Expenditure Costs)
Appendix D. Transit Needs
Appendix E. Multi-Use Trails



**Table 4-8: Complete Streets Projects**

Project Number	On Street	From Street	To Street	Miles	Improvement Type
30	SR 37 (FLORIDA AVE S)	ARIANA ST	PINE STREET	1.75	Reduce to 2 Lanes
44	SR 572 (DRANE FIELD RD)	AIRPORT ROAD	PIPKIN CREEK RD	1.94	Complete Street
45	US 17/92	US 17	ROCHELLE AVENUE	2.33	Complete Street
46	US 17/92	US 27	OSCEOLA CO/L	12.36	Complete Street
47	SR 33 (MASSACHUSETTS AVENUE)	LAKE MORTON DRIVE	GRENADA STREET	3.99	Complete Street
48	SR 17 (SCENIC HIGHWAY)	S OF POLK AVENUE	FLORIDA AVENUE	1.59	Complete Street
49	WABASH AVE	ARIANA ST	US 92 (NEW TAMPA HWY)	1.07	Complete Street
50	HIGHLAND/GREENWOOD STREET	CR 542 (OLD TAMPA HIGHWAY)	SR 563	2.05	Complete Street
51	SR 659 (COMBEE RD)	US 98	HARDIN COMBEE RD	3.24	Complete Street
52	SR 544 (HAVENDALE BLVD)	US 92	US 17	3.20	Complete Street
53	CR 655 (RIFLE RANGE ROAD)	ROBIN DRIVE	US 17	5.16	Complete Street
54	SR 549/FIRST STREET	SR 540 (CYPRESS GARDENS BLVD)	SR 544 (AVENUE T)	2.78	Complete Street
55	US 17	SR 540 (CYPRESS GARDENS BLVD)	MOTOR POOLK RD	3.07	Complete Street
61	SR 540 (CYPRESS GARDENS BLVD)	WATERVIEW WAY	CYPRESS GARDEN RD	1.50	Complete Street
62	SR 544 (LUCERNE PARK RD)	AVENUE T NW	OLD LUCERNE PARK RD	2.06	Complete Street
63	US 92 (MEMORIAL BLVD)	WEST OF SR 539 (KATHLEEN RD) OVERPASS	SR 33 (LAKELAND HILLS BLVD)	1.02	Complete Street
65	SR 539 (KATHLEEN RD)	US 92 (MEMORIAL BLVD)	INTERSTATE 4	1.65	Complete Street
66	US 98	US 92 (MEMORIAL BLVD)	INTERSTATE 4	2.36	Complete Street
67	PROVIDENCE ROAD	SR 539 (KATHLEEN RD)	GRIFFIN ROAD	1.33	Complete Street

Complete Streets Projects					
PROJECT ID	PROJECT	FROM	TO	MILES	DESCRIPT
30	SR 37 (FLORIDA AVE S)	ARIANA ST	PINE STREET	1.75	Reduce to 2 Lanes
44	SR 572 (DRANE FIELD RD)	AIRPORT ROAD	PIPKIN CREEK RD	1.94	Complete Street
45	US 17/92	US 17	ROCHELLE AVENUE	2.33	Complete Street
46	US 17/92	US 27	OSCEOLA CO/L	12.36	Complete Street
47	SR 33 (MASSACHUSETTS AVENUE)	LAKE MORTON DRIVE	GRENADA STREET	3.99	Complete Street
48	SR 17 (SCENIC HIGHWAY)	S OF POLK AVENUE	FLORIDA AVENUE	1.59	Complete Street
49	WABASH AVE	ARIANA ST	US 92 (NEW TAMPA HWY)	1.07	Complete Street
50	HIGHLAND/GREENWOOD STREET	CR 542 (OLD TAMPA HIGHWAY)	SR 563	2.05	Complete Street
51	SR 659 (COMBEE RD)	US 98	HARDIN COMBEE RD	3.24	Complete Street
52	SR 544 (HAVENDALE BLVD)	US 92	US 17	3.20	Complete Street
53	CR 655 (RIFLE RANGE ROAD)	ROBIN DRIVE	US 17	5.16	Complete Street
54	SR 549/FIRST STREET	SR 540 (CYPRESS GARDENS BLVD)	SR 544 (AVENUE T)	2.78	Complete Street
55	US 17	SR 540 (CYPRESS GARDENS BLVD)	MOTOR POOLK RD	3.07	Complete Street
61	SR 540 (CYPRESS GARDENS BLVD)	WATERVIEW WAY	CYPRESS GARDEN RD	1.50	Complete Street
62	SR 544 (LUCERNE PARK RD)	AVENUE T NW	OLD LUCERNE PARK RD	2.06	Complete Street
63	US 92 (MEMORIAL BLVD)	WEST OF SR 539 (KATHLEEN RD) OVER	SR 33 (LAKELAND HILLS BLVD)	1.02	Complete Street
65	SR 539 (KATHLEEN RD)	US 92 (MEMORIAL BLVD)	INTERSTATE 4	1.65	Complete Street
66	US 98	US 92 (MEMORIAL BLVD)	INTERSTATE 4	2.36	Complete Street
67	PROVIDENCE ROAD	SR 539 (KATHLEEN RD)	GRIFFIN ROAD	1.33	Complete Street



# Transportation Improvement Program

2019/20-2023/24  
Adopted June 6, 2019

Amended 02/13/2020



Polk Transportation  
Planning Organization



# Table of Contents

Endorsement.....	2
Organization and Staff Members.....	3

## INTRODUCTION

Purpose.....	7
How to Use the TIP .....	7
Project Selection .....	8
Project Priority Statement .....	9
Transportation Improvement Program Schedule .....	9
Congestion Management Process.....	10
Consistency with Other Plans.....	10
Public Involvement .....	11
Certification .....	11
Regionally Significant Projects.....	11
Financial Plan.....	12
Fiscal Constraint Table .....	12
Performance Management.....	13
2018 Polk TPO Priority Projects.....	30
Five Year TIP Fund Summary.....	36
Obligated Federally Funded Projects FY 2015.....	39
Transportation Disadvantaged Element.....	58

## LISTING OF STATE AND LOCAL TRANSPORTATION PROJECTS

Highways.....	64
Turnpike.....	85
Transportation Planning .....	89
Aviation .....	93
Rail .....	96
Transit .....	97
Intermodal.....	98
Florida Rail Enterprise .....	99

## APPENDIX

Appendix A - State and Federal Fund Codes .....	101
Appendix B - Polk Transportation Projects Guide .....	109
Appendix C - Local Capital Improvement Plans .....	153
Appendix D - Public Comments .....	223
Appendix E - Consensus Planning Document.....	228
Appendix F - TIP Amendments.....	235



PRELIMINARY ENGINEERING / MANAGED BY FDOT									
SU -STP, URBAN AREAS > 200K	0	259,291	0	0	0	0	0	0	259,291
TALT -TRANSPORTATION ALTS- ANY AREA	0	216,844	0	0	0	0	0	0	216,844
TALU -TRANSPORTATION ALTS- >200K	0	318,865	0	0	0	0	0	0	318,865
<b>Item 440272 1 Totals:</b>	<b>0</b>	<b>795,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>795,000</b>
<b>Project Total:</b>	<b>0</b>	<b>795,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>795,000</b>

Fund	<2020	2020	2021	2022	2023	2024	>2024	All Years
Item Number: 440273 1 Project Description: SR 544 (LUCERNE PARK RD) FROM AVE T NW TO SR 17 *NON-SIS*								
District: 01 County: POLK Type of Work: PD&E/EMO STUDY Project Length: 7.966 L RTP 1-3								
P D & E / MANAGED BY FDOT								
-TOTAL OUTSIDE YEARS	1,225,000	0	0	0	0	0	0	1,225,000
<b>Item 440273 1 Totals:</b>	<b>1,225,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,225,000</b>
Item Number: 440273 2 Project Description: SR 544 (LUCERNE PARK) FROM AVENUE T NW TO LUCERNE LOOP RD *NON-SIS*								
District: 01 County: POLK Type of Work: ADD LANES & RECONSTRUCT Project Length: .076 L RTP 1-3								
PRELIMINARY ENGINEERING / MANAGED BY FDOT								
CM -CONGESTION MITIGATION - AQ	0	0	0	0	1,909,754	0	0	1,909,754
DDR -DISTRICT DEDICATED REVENUE	0	0	0	0	1,667,872	0	0	1,667,872
SA -STP, ANY AREA	0	0	0	0	2,287,374	0	0	2,287,374
<b>Item 440273 2 Totals:</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,865,000</b>	<b>0</b>	<b>0</b>	<b>5,865,000</b>
<b>Project Total:</b>	<b>1,225,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,865,000</b>	<b>0</b>	<b>0</b>	<b>7,090,000</b>

Fund	<2020	2020	2021	2022	2023	2024	>2024	All Years
Item Number: 440274 1 Project Description: SR 659 (COMBEE RD) FROM US 98 TO NORTH CRYSTAL LAKE DRIVE *NON-SIS*								
District: 01 County: POLK Type of Work: PD&E/EMO STUDY Project Length: 2.720 L RTP 4-9								
P D & E / MANAGED BY FDOT								
-TOTAL OUTSIDE YEARS	1,548,027	0	0	0	0	0	0	1,548,027
<b>Item 440274 1 Totals:</b>	<b>1,548,027</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,548,027</b>
Item Number: 440274 2 Project Description: SR 659 (COMBEE RD) FROM US 98 TO N CRYSTAL LAKE DRIVE *NON-SIS*								
District: 01 County: POLK Type of Work: MISCELLANEOUS CONSTRUCTION Project Length: 1.360 L RTP 4-9								
PRELIMINARY ENGINEERING / MANAGED BY FDOT								
DDR -DISTRICT DEDICATED REVENUE	0	2,750,000	0	0	0	0	0	2,750,000
DIH -STATE IN-HOUSE PRODUCT SUPPORT	0	5,000	0	0	0	0	0	5,000
<b>Item 440274 2 Totals:</b>	<b>0</b>	<b>2,755,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,755,000</b>
<b>Project Total:</b>	<b>1,548,027</b>	<b>2,755,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,303,027</b>

Fund	<2020	2020	2021	2022	2023	2024	>2024	All Years
Item Number: 440275 1 Project Description: INWOOD MULTI-USE PATH FROM AVENUE S TO W LAKE CANNON DRIVE *NON-SIS*								
District: 01 County: POLK Type of Work: BIKE PATH/TRAIL Project Length: .000 L RTP 2-5								
Extra Description: LAP AGREEMENT WITH POLK COUNTY								
PRELIMINARY ENGINEERING / MANAGED BY FDOT								
ACSU -ADVANCE CONSTRUCTION (SU)	908	0	0	0	0	0	0	908
PRELIMINARY ENGINEERING / MANAGED BY POLK CO A POLITICAL SUBDIVISION								
ACSU -ADVANCE CONSTRUCTION (SU)	180,092	0	0	0	0	0	0	180,092
CONSTRUCTION / MANAGED BY POLK CO A POLITICAL SUBDIVISION								
SU -STP, URBAN AREAS > 200K	0	1,341,033	0	0	0	0	0	1,341,033
TALT -TRANSPORTATION ALTS- ANY AREA	0	4,969	0	0	0	0	0	4,969
<b>Item 440275 1 Totals:</b>	<b>181,000</b>	<b>1,346,002</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,527,002</b>
<b>Project Total:</b>	<b>181,000</b>	<b>1,346,002</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,527,002</b>

Fund	<2020	2020	2021	2022	2023	2024	>2024	All Years
Item Number: 440276 1 Project Description: AVENUE C SW FROM FIFTH STREET SW TO FIRST STREET S *NON-SIS*								
District: 01 County: POLK Type of Work: BIKE PATH/TRAIL Project Length: .329 L RTP 2-5								
PRELIMINARY ENGINEERING / MANAGED BY CITY OF WINTER HAVEN								
LF -LOCAL FUNDS	115,000	0	0	0	0	0	0	115,000
CONSTRUCTION / MANAGED BY CITY OF WINTER HAVEN								
SU -STP, URBAN AREAS > 200K	0	1,442,866	0	0	0	0	0	1,442,866
<b>Item 440276 1 Totals:</b>	<b>115,000</b>	<b>1,442,866</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,557,866</b>
<b>Project Total:</b>	<b>115,000</b>	<b>1,442,866</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,557,866</b>

Fund	<2020	2020	2021	2022	2023	2024	>2024	All Years
Item Number: 440277 1 Project Description: THREE PARKS TRAIL E (NEW JERSEY RD)FROM TURTLE ROCK DR TO GLENDALE ST *NON-SIS*								



Web Application

Federal Aid Management Cynthia Lorenzo - Manager

**STIP Project Detail and Summaries Online Report**

\*\* Repayment Phases are not included in the Totals \*\*

Selection Criteria	
Current STIP Financial Project:440274_ As Of:12/1/2021	Detail Related Items Shown

HIGHWAYS							
<b>Item Number:</b> 440274 1		<b>Project Description:</b> SR 659 (COMBEE RD) FROM US 98 TO NORTH CRYSTAL LAKE DRIVE					
<b>District:</b> 01	<b>County:</b> POLK	<b>Type of Work:</b> PD&E/EMO STUDY			<b>Project Length:</b> 1.360MI		
		Fiscal Year					
Phase / Responsible Agency	<2022	2022	2023	2024	2025	>2025	All Years
<b>P D &amp; E / MANAGED BY FDOT</b>							
<b>Fund Code:</b>	DDR-DISTRICT DEDICATED REVENUE	10,415					10,415
	DS-STATE PRIMARY HIGHWAYS & PTO	133,699					133,699
	SU-STP, URBAN AREAS > 200K	1,597,450	116,751				1,714,201
<b>Phase: P D &amp; E Totals</b>		<b>1,741,564</b>	<b>116,751</b>				<b>1,858,315</b>
<b>Item: 440274 1 Totals</b>		<b>1,741,564</b>	<b>116,751</b>				<b>1,858,315</b>
<b>Item Number:</b> 440274 2							
		<b>Project Description:</b> SR 659 (COMBEE RD) FROM US 98 TO N CRYSTAL LAKE DRIVE					
<b>District:</b> 01	<b>County:</b> POLK	<b>Type of Work:</b> MISCELLANEOUS CONSTRUCTION			<b>Project Length:</b> 1.360MI		
		Fiscal Year					
Phase / Responsible Agency	<2022	2022	2023	2024	2025	>2025	All Years
<b>PRELIMINARY ENGINEERING / MANAGED BY FDOT</b>							
<b>Fund Code:</b>	DIH-STATE IN-HOUSE PRODUCT SUPPORT	7,930	7,070				15,000
	DS-STATE PRIMARY HIGHWAYS & PTO	2,750,000					2,750,000
<b>Phase: PRELIMINARY ENGINEERING Totals</b>		<b>2,757,930</b>	<b>7,070</b>				<b>2,765,000</b>
<b>Item: 440274 2 Totals</b>		<b>2,757,930</b>	<b>7,070</b>				<b>2,765,000</b>
<b>Project Totals</b>		<b>4,499,494</b>	<b>123,821</b>				<b>4,623,315</b>
<b>Grand Total</b>		<b>4,499,494</b>	<b>123,821</b>				<b>4,623,315</b>

## **Cultural Resources Appendix**

### **Contents:**

SHPO Concurrence Letter

Section 4(f) Report



*Florida Department of Transportation*

RON DESANTIS  
GOVERNOR

801 N. Broadway Avenue  
Bartow, FL 33830

KEVIN J. THIBAUT, P.E.  
SECRETARY

April 19, 2021

Dr. Timothy Parsons, Director  
Florida Division of Historical Resources  
Department of State, R.A. Gray Building  
500 South Bronough Street  
Tallahassee, FL 32399-0250

Attn: Transportation Compliance Review Program

**RE: CULTURAL RESOURCE ASSESSMENT SURVEY  
PROJECT DEVELOPMENT AND ENVIRONMENT STUDY  
STATE ROAD (SR) 659 (COMBEE ROAD)  
FROM US 98 TO NORTH CRYSTAL LAKE DRIVE  
POLK COUNTY, FLORIDA  
Financial Project ID.: 440274-1-22-01; Federal Aid Project No.: D117-089-B  
Work Program Item Segment No.: 440274-1-22-01; ETDM No: 14326**

2021 APR 27 A 11:51  
RECEIVED  
FLORIDA DEPARTMENT OF STATE  
HISTORICAL RESOURCES DIVISION

Dear Dr. Parsons:

The Florida Department of Transportation (FDOT) is conducting a Project Development & Environment (PD&E) Study to evaluate a 1.4-mile segment of SR 659 (Combee Road) from US 98 to North Crystal Lake Drive in Polk County, Florida. Combee Road is a two-lane undivided minor arterial roadway with 4-foot-wide paved shoulders and little to no sidewalk. The area adjacent to the roadway is a mix of industrial, retail/office, and residential land uses. The proposed improvements will enhance the multimodal mobility along the roadway with the addition of a two-way left turn lane for left-turning traffic and accommodations for pedestrians and bicyclists. Intersection improvements will be made to enhance safety and traffic flow. Additionally, the roadway will be converted from a rural typical section to an urban typical section with curb and gutter and a storm water collection system to improve drainage conditions. Pond sites will be part of this project; however, no survey of ponds was conducted but the Preliminary Pond Analysis is contained as an appendix in the report. The archaeological APE was defined as the footprint of the improvements within the existing and proposed right-of-way (ROW) for the SR 659 (Combee Road) corridor and the historic/architectural APE was defined as the archaeological APE and immediately adjacent parcels.

This CRAS was conducted in accordance with the requirements set forth in the National Historic Preservation Act of 1966 (as amended), which are implemented by the procedures contained in 36 CFR, Part 800, as well as the provisions contained in the revised Chapter 267, *Florida Statutes*. The investigations were carried out in accordance with Part 2, Chapter 8 (Archaeological and Historical Resources) of the FDOT's PD&E Manual, FDOT's Cultural Resources Manual, and the standards contained in the Florida Division of Historical Resources (FDHR) Cultural Resource Management Standards and Operations Manual (FDHR 2003). In

*Improve Safety, Enhance Mobility, Inspire Innovation*  
www.fdot.gov

Dr. Timothy Parsons, Director  
Combee Road  
FPID No. 440274-1-22-01  
April 19, 2021  
Page 2 of 3


addition, this survey meets the specifications set forth in Chapter 1A-46, Florida Administrative Code.

Background research revealed that no archaeological sites were previously recorded within the APE and ACI found no evidence of any other historic/prehistoric archaeological site during the archaeological field survey.

Historic/architectural background research included a review of the FMSF and the NRHP indicated five historic resources (8PO07219, 8PO08009, 8PO04065, 8PO04066, and 8PO04067) were previously recorded within the historic APE. These include two linear resources (8PO07219 and 8PO08009), and three Frame Vernacular style buildings (8PO04065, 8PO04066, and 8PO04067). All have been determined ineligible for listing in the NRHP by the SHPO and, since none were significantly altered, updated FMSF forms were not prepared. Historical/architectural field survey resulted in the identification and evaluation of 37 historic resources (8PO08162-8PO08196; 8PO08479 and 8PO08480). These include Frame Vernacular, Masonry Vernacular, Industrial Vernacular, and Minimal Ranch style buildings constructed between circa (ca.) 1958 and ca. 1969 as well as one linear resource. Overall, these resources are common examples of their respective architectural styles that have been altered or were built to basic engineering standards and are not of a unique design or a rare example of its type. In addition, background research did not reveal any historic associations with significant persons and/or events. Thus, these historic resources do not appear eligible for listing in the NRHP, either individually or as part of a historic district.

Based on the results of the background research and field survey, there are no significant historic or prehistoric archaeological sites or historic resources within the APE. Thus, it appears that the proposed undertaking will have no effect on any NRHP listed, determined eligible, or potentially eligible resources within the APE.

The CRAS Report is provided for your review and comment. If you have any questions, please do not hesitate to call me at 863.519.2515 or email me at [Lauren.Peters@dot.state.fl.us](mailto:Lauren.Peters@dot.state.fl.us).

DocuSigned by:  
  
50252A479EEF47F...

Lauren Peters  
Environmental Project Manager  
801 North Broadway Avenue  
Bartow, Florida 33830  
Main – (863) 519-2515  
[lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us)

Enclosures: One original copy of the CRAS (March 2021), 37 FMSF forms, One Completed Survey Log

CC: Michael Garau, Kimley Horn  
Marion Almy, ACI

Dr. Timothy Parsons, Director  
Combee Road  
FPID No. 440274-1-22-01  
April 19, 2021  
Page 3 of 3

The Florida State Historic Preservation Officer (SHPO) finds the attached Cultural Resources Assessment Survey Report complete and sufficient and  concurs/  does not concur with the recommendations and findings provided in this cover letter for SHPO/FDHR Project File Number 2017-4001. Or, the SHPO finds the attached document contains \_\_\_\_\_ insufficient information.

SHPO Comments:

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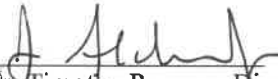
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For

 DSHPO  
Dr. Timothy Parsons, Director  
State Historic Preservation Officer  
Florida Division of Historical Resources

5/7/2021  
Date

Section 4(f) Resources

Florida Department of Transportation

SR 659 (COMBEE RD) FROM US 98 TO NORTH CRYSTAL LAKE DRIVE

District: FDOT District 1

County: Polk County

ETDM Number: 14326

Financial Management Number: 440274-1-22-01

Federal-Aid Project Number: D117-089-B

Project Manager: Patrick Bateman

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by the Florida Department of Transportation (FDOT) pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated December 14, 2016 and executed by the Federal Highway Administration and FDOT. Submitted pursuant 49 U.S.C. § 303.




## Table of Contents

Summary and Approval .....	1
Crystal Lake Park .....	2
Resource Attachments .....	4

## Summary and Approval

Resource Name	Facility Type	Property Classification	Owner/Official with Jurisdiction	Recommended Outcome	OEM SME Action
Crystal Lake Park	Public park with boardwalk and boat ramp	Park/Rec Area	Polk County	<i>de minimis</i>	Concurrence 03-08-2022



September 2, 2022

Director of the Office of Environmental Management  
Florida Department of Transportation

## Crystal Lake Park

**Facility Type:** Public park with boardwalk and boat ramp

**Property Classification:** Park/Rec Area

**Address and Coordinates:**

Address: 2500 N Crystal Lake Dr, Lakeland, FL, 33801, USA

Latitude: 28.02818 Longitude: -81.90933

**Description of Property:**

Crystal Lake Park is located at 2500 N. Crystal Lake Drive, Lakeland, Florida 33801 and is approximately 2 acres in size. This park provides bank-pier fishing and boat launch facilities accessible from N. Crystal Lake Drive from 5 am to 10 pm daily.

**Owner/Official with Jurisdiction:** Polk County

**Recommended Outcome:** *de minimis*

**Yes No**

- |                                     |                          |  |
|-------------------------------------|--------------------------|--|
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Was there coordination with the Official(s) with Jurisdiction to identify an opportunity for a <i>de minimis</i> finding?  |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Was the OWJ informed by the District of FDOT s intent to pursue a <i>de minimis</i> approval option?   |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Was the OWJ informed in writing that their concurrence with a no adverse effect finding to the activities, features or attributes which qualify the property for protection may result in FDOT making a <i>de minimis</i> approval under Section 4(f)? |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Did the OWJ concur that the proposed project, including any enhancement, mitigation and minimization of harm measures, will result in no adverse effects to the activities features or attributes of the property?                                     |

**Basis on Which the Determination was Made**

FDOT is anticipating that access to the boat ramp, an attribute of the park, will be temporarily impacted during construction. This impact is related to the construction of a proposed drainage pipe from Combee Road into the existing pond as shown on the attached map. Once the pipe is in place, the surface area will be restored to it's pre-construction condition.

**Public Involvement Activities:**

FDOT is proposing to utilize the existing stormwater pond within Crystal Lake Park as a joint-use stormwater management facility, per the recommendations of the Crystal Lake TMDL Implementation Final Report (p.32, dated July 2017). This stormwater pond may be evaluated for expansion and use. No permanent impacts to the existing boardwalk or boat ramp are proposed. This approach was presented to the Polk County Roads & Drainage Division at multiple environmental look around meetings held on July 26, 2018, December 17, 2018, and February 19, 2019. Potential effects to Crystal Lake Park were discussed with the Parks and Natural Resources Division during meetings on April 2, 2019, April 13, 2021 and September 2, 2021. Subsequent virtual meetings have also occurred to discuss that the Polk County Parks and Natural Resources Division Director must approve any expansion to the existing stormwater pond and drainage impacts, which will be addressed during the design phase.

The public was given the opportunity to comment on this matter at the public hearing on November 18, 2021. There was one public comment received asking to know how the pond at Crystal Lake Park will be expanded and how much water will be drained into Crystal Lake. No comments expressing opposition were received.

**OEM SME Concurrence Date:** 03-08-2022

## Resource Attachments

### Crystal Lake Park

Crystal Lake Park map

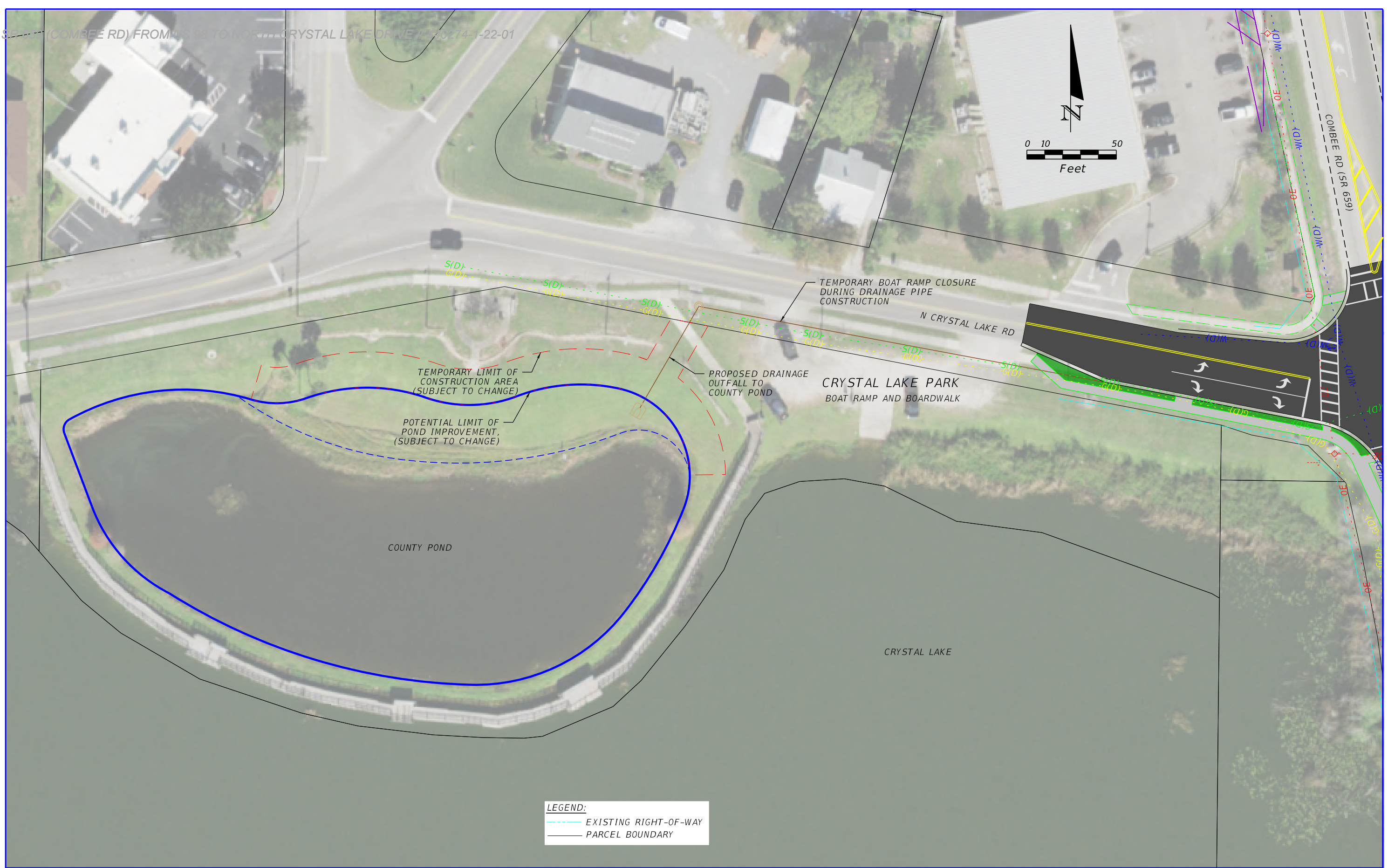
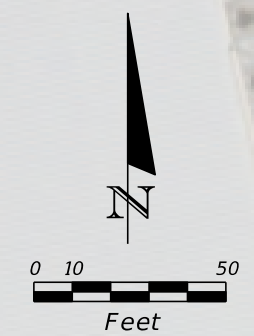
Crystal Lake Section 4(f) Concurrence Letter

## **Crystal Lake Park**

### **Contents:**

Crystal Lake Park map

Crystal Lake Section 4(f) Concurrence Letter



**LEGEND:**  
 - - - - - EXISTING RIGHT-OF-WAY  
 \_\_\_\_\_ PARCEL BOUNDARY

REVISIONS			
DATE	DESCRIPTION	DATE	DESCRIPTION

PRELIMINARY AND  
 SUBJECT TO CHANGE  
 JUN. 22, 2021

STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION		
ROAD NO.	COUNTY	FINANCIAL PROJECT ID
659	POLK	440274-1-22-01

PARKS AND  
 RECREATION AREAS

Page 58 of 98



*Florida Department of Transportation*

RON DESANTIS  
GOVERNOR

801 N. Broadway Avenue  
Bartow, FL 33830

KEVIN J. THIBAUT, P.E.  
SECRETARY

January 26, 2022

Gaye Sharpe, Director  
Polk County Parks and Natural Resources Division  
4177 Ben Durrance Road  
Bartow, FL 33830

**Re: Crystal Lake Park, 2500 N. Crystal Lake Drive, Lakeland, FL 33801  
Concurrence on No Adverse Effect finding for Crystal Lake Park  
Combee Road (SR 659) PD&E Study, from US 98 to N Crystal Lake Drive  
Financial Project ID No. 440274-1-22-01  
Florida Department of Transportation (FDOT) FPID 440274-1-22-01  
Federal Aid Project number D117 089 B**

Ms. Sharpe,

The Florida Department of Transportation (FDOT), District One is conducting a Project Development and Environment (PD&E) Study for SR 659 (Combee Road) in Polk County to determine alternative roadway improvements along the corridor. Combee Road is a two-lane undivided minor arterial roadway with 4-foot-wide paved shoulders and little to no sidewalk. The area adjacent to the roadway is a mix of industrial, retail/office, and residential land uses. The proposed improvements will enhance the multimodal mobility along the roadway with the addition of a two-way left turn lane for left-turning traffic and accommodations for pedestrians and bicyclists. Intersection improvements will be made to enhance safety and traffic flow. Additionally, the roadway will be converted from a rural typical section to an urban typical section with curb and gutter and a storm water collection system to improve drainage conditions.

FDOT is proposing to utilize the existing stormwater pond within Crystal Lake Park as a joint-use stormwater management facility, per the recommendations of the Crystal Lake TMDL Implementation Final Report (p.32, dated July 2017). This stormwater pond may be evaluated for expansion and use, but only upon review and approval by Polk Parks & Natural Resources Division Director will it be expanded. No permanent impacts to the existing boardwalk or boat ramp are proposed. This approach was presented to the Polk County Roads & Drainage Division at multiple environmental look around meetings held on July 26, 2018, December 17, 2018, and February 19, 2019. Potential effects to Crystal Lake Park were discussed with the Parks and Natural Resources Division during meetings on April 2, 2019, April 13, 2021 and September 2, 2021. Subsequent virtual meetings have also occurred to discuss that the Polk County Parks and Natural Resources Division Director must approve any expansion to the existing stormwater pond and drainage impacts, which will be addressed during the design phase.

[www.fdot.gov](http://www.fdot.gov)



Gaye Sharpe, Director  
January 26, 2022  
Page 2 of 4

While the proposed sidewalks will improve multimodal connectivity to Crystal Lake Park, FDOT is anticipating that access to the boat ramp will be temporarily impacted during construction. This impact is related to the construction of a proposed drainage pipe from Combee Road into the existing pond as shown on the attached map. Once the pipe is in place, the surface area will be restored to its pre-construction condition. The public was given the opportunity to comment on this matter at the public hearing on November 18, 2021. There was one public comment received asking to know how the pond at Crystal Lake Park will be expanded and how much water will be drained into Crystal Lake (see attached). No comments expressing opposition were received.

Due to the temporary and minor nature of these impacts to Crystal Lake Park, and in consideration of the public input, FDOT believes that the proposed project would have **no adverse effect** to the park activities, features, or attributes. If Polk County Parks and Natural Resources Division Director, as the official with jurisdiction, concurs with this finding then FHWA may determine the impacts to be *de minimis* as per 23 CFR 774. Please indicate if you concur or do not concur in the form on the next page and return to me by email or standard mail at the address provided below.

Please note that indicating your concurrence that the proposed project would have no adverse effect to park activities, features, or attributes does not give FDOT approval to utilize the existing pond at Crystal Lake Park for drainage purposes. Approval from Polk County Parks and Natural Resources Division Director must occur before submitting any proposed changes to the existing pond at Crystal Lake Park to permitting agencies. In response to comments received from Polk County staff, the following commitment is included in the PD&E documents and will be carried through the project:

*FDOT will further coordinate with Polk County, including the Parks and Natural Resources Division Director, during the design phase regarding the use of the pond within Crystal Lake Park.*

The environmental review, consultation, and other actions required by applicable Federal environmental laws for this project are being, or have been, carried out by the FDOT pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated December 14, 2016, and executed by the Federal Highway Administration (FHWA) and FDOT.

If you have any questions regarding this project please contact me at (863) 519-2515 or [Lauren.Peters@dot.state.fl.us](mailto:Lauren.Peters@dot.state.fl.us).

Sincerely,

DocuSigned by:

Lauren Peters

50252A479EEF47F...

Lauren Peters, Environmental Project Manager  
Florida Department of Transportation District One  
801 North Broadway Avenue  
Bartow, Florida 33830

Gaye Sharpe, Director  
January 26, 2022  
Page 3 of 4

Main – (863) 519-2515  
[lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us)

Attachments:  
Plan Sheet  
Public comment

Gaye Sharpe, Director  
January 26, 2022  
Page 4 of 4

The Polk County Parks and Natural Resources Division has reviewed the proposed project and concurs that the undertaking will have no adverse effects on the attributes, features or activities of the park.

- Concur  
 Do not concur

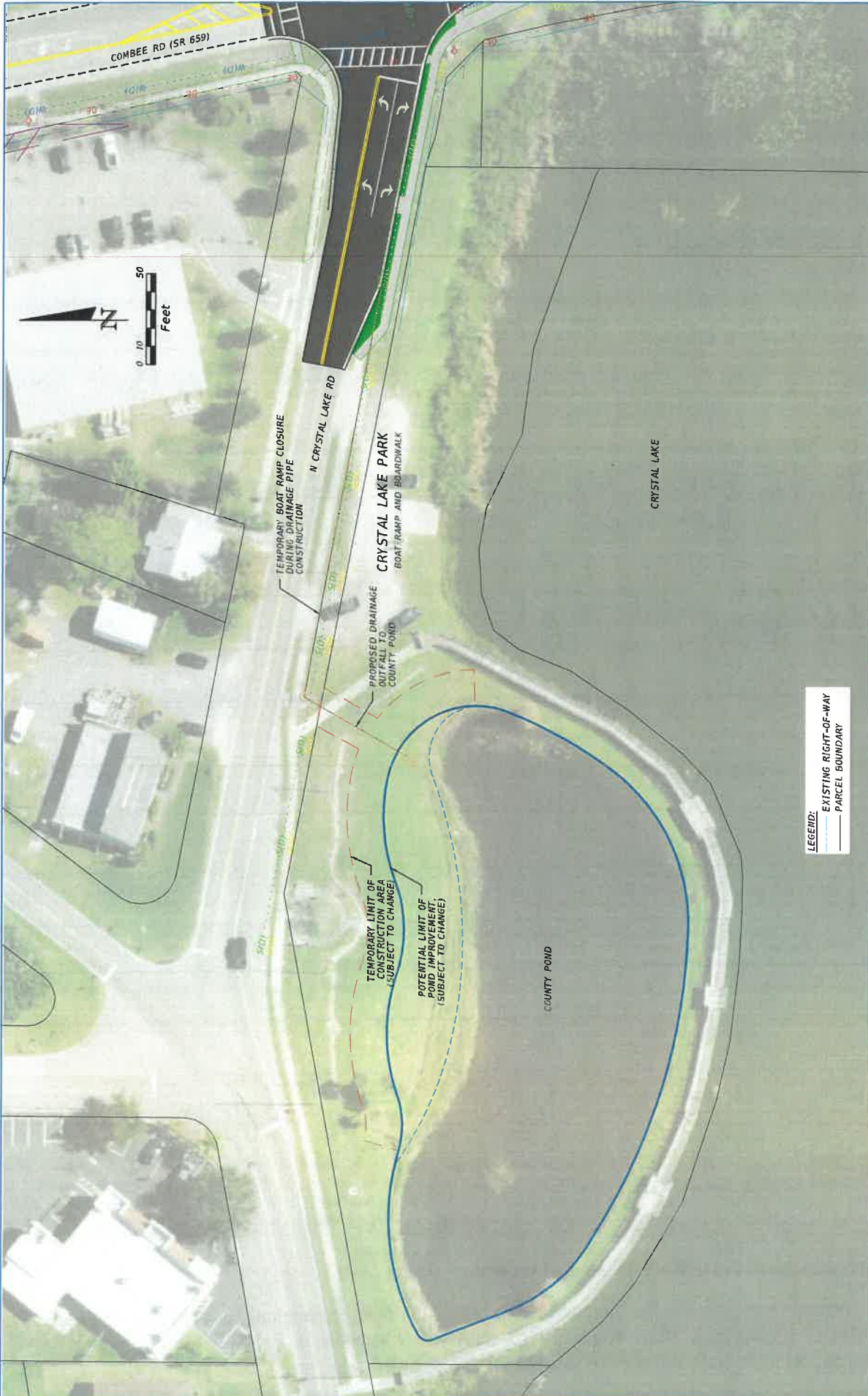
Comments:

Due to the temporary and minor nature of these impacts to Crystal Lake Park, and in consideration of the public input, FDOT believes that the proposed project would have **no adverse effect** to the park activities, features, or attributes. However, approval from Polk County Parks and Natural Resources Division Director must occur before submitting any proposed changes to the existing pond at Crystal Lake Park to permitting agencies. Crystal Lake has an adopted 4e plan, and any modifications would need to reflect an improvement to the water quality of the lake.



Gaye Sharpe, Director  
Polk County Parks and Natural Resources Division

1/31/2022  
Date



REVISIONS		STATE OF FLORIDA		SHEET NO.	
DATE	DESCRIPTION	DEPARTMENT OF TRANSPORTATION	ROAD NO.	COUNTY	FINANCIAL PROJECT ID
		659	POLK	440274-1-22-01	
PRELIMINARY AND SUBJECT TO CHANGE			PARKS AND RECREATION AREAS		
JUN. 22, 2021			C:\pwworking\jason\proj\sr659\sr659\10000224\LINKED\T_01.dwg		
6/22/2021 3:57:44 PM 50 SCALE					

# Combee Road (State Road 659) PD&E Study from US 98 to North Crystal Lake Drive

Financial Project ID No.: 440274-1-22-01



Public Hearing  
November 18, 2021

## PD&E STUDY COMMENTS

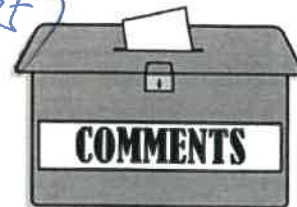
PLEASE PRINT CLEARLY

I would like to know how you are going to enlarge the crystal lake park / board.

Also. If you can provide <sup>infor about</sup> how much water will be drained into the crystal lake.

Plan map. Thanks.

Name: Liming Maguire (863) 604-3757  
Address: 307 Heatherpoint Drive  
City/State/Zip: Lakeland FL 33809  
Email: limingmaguire9898@gmail.com



Please add me to the mailing list for this project

NOTE: Please complete and place in the "Comments" box or mail to Patrick Bateman at the address on the back of the comment sheet by December 2, 2021. You can also email your comments to [Patrick.Bateman@dot.state.fl.us](mailto:Patrick.Bateman@dot.state.fl.us). All comments are part of the project record and are available for viewing by the public and media.

## **Natural Resources Appendix**

### **Contents:**

FWC Species Concurrence Letter

SWFWMD NRE Correspondence Memorandum

EPA Correspondence

Species Concurrence Letter

July 21, 2021



**Florida Fish and Wildlife Conservation Commission**

Commissioners  
**Rodney Barreto**  
Chairman  
Coral Gables

**Michael W. Sole**  
Vice Chairman  
Tequesta

**Steven Hudson**  
Fort Lauderdale

**Gary Lester**  
Oxford

**Gary Nicklaus**  
Jupiter

**Sonya Rood**  
St. Augustine

**Robert A. Spottswood**  
Key West

Office of the  
Executive Director

**Eric Sutton**  
Executive Director

**Thomas H. Eason, Ph.D.**  
Assistant Executive Director

**Jennifer Fitzwater**  
Chief of Staff

850-487-3796  
850-921-5786 FAX

*Managing fish and wildlife resources for their long-term well-being and the benefit of people.*

Lauren Peters  
Environmental Project Manager  
Florida Department of Transportation District 1  
801 North Broadway Avenue  
Bartow, FL 33830  
[Lauren.peters@dot.state.fl.us](mailto:Lauren.peters@dot.state.fl.us)

Re: SR 659 from US 98 to North Crystal Lake Drive, Natural Resource Evaluation, Polk County

Dear Ms. Peters:

Florida Fish and Wildlife Conservation Commission (FWC) staff reviewed the above-referenced Natural Resource Evaluation (NRE) in accordance with FWC's authorities under Chapter 379, Florida Statutes and Chapter 67A-27, Florida Administrative Code.

The proposed work by the Florida Department of Transportation District 7 consists of widening approximately 1.4 miles of SR 659 (Combee Road) through the addition of a two-way left turn lane in between the existing two lanes of travel as well as intersection and roadway improvements including curb, gutter, and stormwater collection system construction.

The project should have minimal impacts to habitat for or fish and wildlife resources including protected species. FWC staff have no additional comments regarding the subject NRE and agree with the determinations of effect and project commitments for protected species.

For specific technical questions regarding this information, please contact Sean Greene at (772) 579-9746 or [Sean.Greene@MyFWC.com](mailto:Sean.Greene@MyFWC.com). For all other inquiries, please contact our office by e-mail at [ConservationPlanningServices@MyFWC.com](mailto:ConservationPlanningServices@MyFWC.com).

Sincerely,

Jason Hight, Acting Director  
Office of Conservation Planning Services

jh/spg  
SR 659 from US 98 to North Crystal Lake Drive NRE\_44889\_07212021

620 South Meridian Street  
Tallahassee, Florida  
32399-1600  
Voice: 850-488-4676

Hearing/speech-impaired:  
800-955-8771 (T)  
800 955-8770 (V)

MyFWC.com

July 30, 2021

Memorandum

To: Monte Ritter, P.E., Chief Professional Engineer

From: Chaz LaRiche, Staff Environmental Scientist

RE: SR 659 (Combee Road) from US 98 to North Crystal Lake Road – NRE

ETDM# 14326

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I have completed my review of the above referenced NRE Report received by the District on July 1, 2021. I have the following comments for the updated project as it relates to the 3 alternatives studied in this PD&E (Alternative 1, Alternative 2 (preferred alternative), and No Build):

- Please note that as of December 22, 2020, the Florida Department of Environmental Protection (FDEP) was delegated the Federal 404 Permitting. The Environment Resource Permit (ERP) procedure has been modified to allow for joint site inspections with the FDEP to streamline the overall permitting process. As part of the 404 Assumption, the only binding wetland and surface water lines associated with a project can be accomplished through a Formal Wetland Delineation.
- The locations of the proposed stormwater ponds appear to be outside of wetlands or surface waters or wetland buffers.
- There were unauthorized wetland impacts on the Cracker Cattle Company property located in the northeast corner of Combee Road and Skyview Drive. Specifically, the wetland in the southwest corner of the site was cleared without a permit. The current property owner is looking to replant the wetland as part of the compliance measure. If this wetland is part of the 0.16 acre proposed wetland impacts, then it may behoove the Department to reach out to landowner to remove the duplicative work on this system.
- The UMAMs provided with the NRE report include a functional loss assessment for the surface water ditch. Note that wetland mitigation does not need to be addressed if it is not providing habitat to threatened or endangered species.



## Johnson, Sarah

---

**From:** Peters, Lauren <Lauren.Peters@dot.state.fl.us>  
**Sent:** Tuesday, August 17, 2021 1:04 PM  
**To:** Matt Dockins  
**Cc:** Schooley, Cris; Garau, Michael; Johnson, Sarah  
**Subject:** FW: 14326, 440274-1 Combee Rd PD&E NRE and WQIE

**Categories:** External

EPA concurrence.

---

**From:** Somerville, Amanetta <Somerville.Amanetta@epa.gov>  
**Sent:** Tuesday, August 17, 2021 1:00 PM  
**To:** Peters, Lauren <Lauren.Peters@dot.state.fl.us>  
**Cc:** Kajumba, Ntale <Kajumba.Ntale@epa.gov>  
**Subject:** RE:14326, 440274-1 Combee Rd PD&E NRE and WQIE

**EXTERNAL SENDER: Use caution with links and attachments.**

Dear Ms. Peters,

The U.S. Environmental Protection Agency reviewed the Updated Natural Resource Evaluation (NRE) for a Project Development and Environment (PD&E) Study that evaluated engineering and environmental data and document information that will aid Polk County and the Florida Department of Transportation (FDOT) in determining anticipated environmental impacts associated with the proposed project. The proposed project will enhance the multimodal mobility along Combee roadway with a two-way left-turn lane for left-turning traffic and accommodations for pedestrians and bicyclists. The preferred alternative is Alternative 2 with associated pond sites. This alternative includes 8-foot-wide sidewalks and a 4-foot-wide minimum buffer between the sidewalk and back of the curb, with one lane in each direction separated by a 13-foot-wide two-way left-turn lane. A closed drainage system with a curb and gutter would replace the existing roadside stormwater ditches. Additionally, three stormwater management pond options were identified. Stormwater Management Feature (SMF) 1A is located on the west side of SR 659 (Combee road), south of McLunkin Road, and is 4.27 acres in size. SMF 1B is located on the east side of SR 659 (Combee Road), south of Maine Avenue, and is 1.36 acres in size. SMF 1C is located on the east side of SR 659 (Combee Road), south of Mine and Mill Road on the south side of the railroad and is 1.29 acres in size.

Impacts from the Preferred Alternative total 0.47 acres and include 0.16 acres of wetlands and 0.31 acres of surface waters. The FDOT determined there is no practicable alternative to the proposed construction in wetlands. Therefore, unavoidable impacts will be mitigated to achieve no net loss wetland function (Uniform Mitigation Assessment Methodology analysis resulted in a loss of 0.29 functional units). The FDOT will complete compensatory mitigation and other mitigation options that satisfy state and federal requirements. The EPA requests future project revisions or updates of environmental documents for the proposed project. If you have any questions, please contact me at the information below.

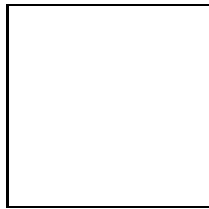
**Amanetta Somerville**

U.S. Environmental Protection Agency Region 4

61 Forsyth Street SW. Atlanta, Ga 30303  
National Environmental Policy Act Section  
Strategic Programs Office  
Phone: 404-562-9025  
E-mail: [somerville.amanetta@epa.gov](mailto:somerville.amanetta@epa.gov)

---

**From:** [lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us) <[lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us)>  
**Sent:** Wednesday, July 28, 2021 11:21 AM  
**To:** Somerville, Amanetta <[Somerville.Amanetta@epa.gov](mailto:Somerville.Amanetta@epa.gov)>  
**Cc:** [mdockins@rkk.com](mailto:mdockins@rkk.com); [michael.garau@kimley-horn.com](mailto:michael.garau@kimley-horn.com); [cris.schooley@jacobs.com](mailto:cris.schooley@jacobs.com)  
**Subject:** 440274-1 Combee Rd PD&E NRE and WQIE



## Peters, Lauren sent you a secure message

[Access message](#)

Dear Ms. Somerville,

Please find a Transmittal Letter and Natural Resources Evaluation attached for the Combee Road Project Development and Environment Study. The FDOT appreciates the USEPA's involvement with this project and respectfully requests your review comments or written letter of concurrence with the findings and effect determinations presented in the NRE within 30 days. If you have any questions or require any additional information, please feel free to contact me.

Thank you,

Lauren Peters  
Environmental Project Manager  
Florida Department of Transportation District One  
801 North Broadway Avenue  
Bartow, Florida 33830  
Main – (863) 519-2515  
[lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us)

Attachments expire on Aug 11, 2021

2 PDFs  
44027412201\_Combee\_Road\_NRE\_2021.06.18.pdf,  
Please\_DocuSign\_210629\_NRE\_Transmittal\_Lette.pdf

This message requires that you sign in to access the message and any file attachments.



## Florida Department of Transportation

RON DESANTIS  
GOVERNOR

801 N. Broadway Avenue  
Bartow, Florida 33830

KEVIN J. THIBAUT, P.E.  
SECRETARY

June 29, 2021

John Wrublik  
U. S. Fish and Wildlife Service  
South Florida Ecological Services Office  
1339 20<sup>th</sup> Street  
Vero Beach, FL 32960  
[john\\_wrublik@fws.gov](mailto:john_wrublik@fws.gov)




U.S. Fish and Wildlife Service  
1339 20<sup>th</sup> Street  
Vero Beach, Florida 32960  
772-562-3909 Fax 772-562-4288

FWS Log No. 2017-I-0825

The U.S. Fish and Wildlife Service has reviewed the information provided and finds that the proposed action is not likely to adversely affect any federally listed species or designated critical habitat protected by the Endangered Species Act of 1973 (Act), as amended (16 U.S.C. 1531 et. seq.). A record of this consultation is on file at the South Florida Ecological Service Office.

This fulfills the requirements of section 7 of the Act and further action is not required. If modifications are made to the project, if additional information involving potential effects to listed species becomes available, or if a new species is listed, reinitiation of consultation may be necessary.

**RE: SR 659 (Combee Road) PD&E Study from Polk County, Florida  
Financial Project ID No. 440274-1-22-01  
Federal Aid Program No. D117 089 B  
ETDM No. 14326**

  
Roxanna Hinzman, Field Supervisor

7/27/2021

Date

The Florida Department of Transportation (FDOT), District One, is conducting a Project Development and Environment (PD&E) Study for SR 659 (Combee Road) in Polk County to determine alternative roadway improvements along the corridor. The purpose of this project is to enhance safety and multimodal access through a series of complete street strategies. Improvements such as sidewalks, safer pedestrian crossings, bicycle facilities, and drainage and lighting improvements will be evaluated to enhance the corridor for all types of users. The proposed improvements will enhance the multimodal mobility along the roadway with the addition of a two-way left turn lane for left-turning traffic and accommodations for pedestrians and bicyclists. Intersection improvements will be made to enhance safety and traffic flow. Additionally, the roadway will be converted from a rural typical section to an urban typical section with curb and gutter and a storm water collection system to improve drainage conditions.

### Stormwater Management

The existing drainage along Combee Road is mostly roadside ditches with some sections of curb and gutter with curb inlets. The project is divided into two basins by a high point between Exchange Avenue and Kiwanis Avenue. The southern basin drains south and discharges to ditches along US 98. The northern basin drains north and discharges directly to Crystal Lake. The project sits within the waterbody identification (WBID) areas of Banana Lake Canal WBID 1549A and Saddle Creek WBID 1497, which are impaired for nutrients and bacteria, respectively. The City of Lakeland is studying Crystal Lake WBID 1497A to address total maximum daily load (TMDL) impairment. Most of the adjacent parking lots have no stormwater collection but drain to the Combee Road collection system. The only floodplain within the project area is at Crystal Lake. The base flood elevation at the lake is 139.1 feet, but the

June 29, 2021

Page 2 of 3

elevation of the floodplain on the east side of Combee Road has not been determined. The existing culvert that connects the lake and isolated floodplain means they would likely experience similar flood elevations.

For both build alternatives, closed storm sewer systems utilizing curb and gutter inlets and back of sidewalk inlets are recommended to accommodate the proposed typical section. The proposed improvements in this project were evaluated to determine whether there would be adverse floodplain impacts. It is anticipated that this project will not cause significant adverse upstream or downstream impacts, nor will it cause adverse floodplain impacts.

### **Wetlands and Surface Waters**

As part of the study, a Natural Resources Evaluation (NRE) has been developed to assess the project for its impacts to wetlands and protected species.

Since Alternative 1 and Alternative 2 have the same alignment and right of way (ROW) footprint, they are described as the Build Alternatives. The Preferred Alternative is Alternative 2. Impacts resulting from each Build Alternative totaled 0.47 acres and include 0.16 acres of wetlands and 0.31 acres of surface waters. The No-Build Alternative would result in no impacts to wetlands or surface waters. Although unavoidable wetland impacts will occur as a result of the proposed build alternatives, these wetlands are located adjacent to, and/or within, the existing roadway ROW and were previously disturbed by urban development, roadway construction, maintenance activities, and the invasion of nuisance and exotic species. Wetlands to be impacted by the proposed improvements include the roadside and edges of a disturbed shrub wetland community. Surface waters impacted consist of a lake and streams and waterways.

Wetland impacts which will result from the construction of this project will be mitigated pursuant to Section 373.4137, F.S., to satisfy all mitigation requirements of Part IV of Chapter 373, F.S., and 33 U.S.C. §1344. Compensatory mitigation for this project will be completed through the use of mitigation banks and any other mitigation options that satisfy state and federal requirements.

### **Protected Species**

The study area is either partially or wholly within several consultation areas, however, there is no suitable habitat and no documented occurrences for the following species within the study area: blue-tailed mole skink (*Plestiodon egregius lividus*), sand skink (*Plestiodon reynoldsi*), Florida grasshopper sparrow (*Ammodramus savannarum floridanus*), Florida scrub-jay (*Aphelocoma coerulescens*), crested caracara (*Caracara cheriway*), red-cockaded woodpecker (*Picoides borealis*), Everglade snail kite (*Rostrhamus sociabilis plumbeus*), Lake Wales Ridge plants – Florida bonamia (*Bonamia grandiflora*), Lewton's polygala (*Polygala lewtonii*), Paper-like nailwort (*Paronychia chartacea ssp. chartacea*), pygmy fringe tree (*Chionanthus pygmaeus*), scrub pideon-wing (*Clitoria fragrans*), short-leaved rosemary (*Conradina brevifolia*), scrub buckwheat (*Eriogonum longifolium var. gnaphalifolium*), Britton's beargrass (*Nolina brittoniana*), papery nailwort (*Paronychia chartacea ssp. chartacea*), Lewton's polygala (*Polygala lewtonii*), Florida jointweed (*Polygonella basiramia*), and Carter's warea (*Warea carteri*).

June 29, 2021

Page 3 of 3

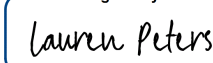
There are two federally protected species that have the potential to occur within the project area. These species, and their associated effects determinations, are discussed below:

**Eastern indigo snake (*Drymarchon couperi*)** - Habitat for this species is limited within the study area and no indigo snakes were observed during field reconnaissance. Additionally, no gopher tortoise burrows were observed within the study area. Much of the project is taking place within previously disturbed ROW and no alternative will have more than 25 acres of impact to eastern indigo snake habitat. Additionally, the *Standard Protection Measures for the Eastern Indigo Snake* will be implemented during construction to minimize potential impacts to this snake. Therefore, according to the *Eastern Indigo Snake Programmatic Effect Determination Key (South Florida) – Revised July 2017*, this project qualifies for a ***may affect, not likely to adversely affect*** determination.

**Wood stork (*Mycteria americana*)** – Minimal foraging habitat for this species in the roadside surface waters, shrub wetlands and the wetland fringe of Crystal Lake is present, but no nesting habitat or wood storks were observed. Since anticipated impacts to suitable wood stork foraging habitat are less than 0.5 acres, a wood stork suitable foraging analysis was not required. If the amount of wetland and surface water impacts combined are greater than 0.5 acres, then a suitable foraging analysis will need to be completed. Using this information, along with the *South Florida Wood Stork Effect Determination Key* (May 2010) it was determined that this project qualifies for a ***may affect, not likely to adversely affect*** determination.

We ask that USFWS review the enclosed NRE for this project and provide concurrence with FDOT's determinations for these species. We appreciate the coordination effort and input already provided and look forward to continued consultation on this project. If you have any questions, feel free to contact me at (863) 519-2515 or at [lauren.peters@dot.state.fl.us](mailto:lauren.peters@dot.state.fl.us) at your convenience. Thank you for your assistance with this project.

Sincerely,

DocuSigned by:  
 7/1/2021 | 2:49 PM EDT  
50252A479EEF47F...

Lauren Peters  
Environmental Project Manager  
Florida Department of Transportation District One

## **Public Involvement Appendix**

### **Contents:**

Public Hearing Transcript

Public Hearing Certification

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
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FLORIDA DEPARTMENT OF TRANSPORTATION

HYBRID PUBLIC MEETING

Combee Road (State Road 659) PD&E Study

From US 98 to North Crystal Lake Drive

Financial Project ID No.: 440274-1-22-01

DATE: Thursday, November 18, 2021  
TIME: 6:00 p.m. to 6:44 p.m.  
PLACE: Somos Church  
3125 US Highway 98 South  
Lakeland, Florida 33803  
PRESENTER: Patrick Bateman, P.E.  
MS 1-40  
Florida Department of Transportation  
P.O. Box 1249  
Bartow, Florida 33831

ALSO PRESENT IN PERSON AND VIRTUALLY:

MEMBERS OF THE PUBLIC  
MEMBERS OF THE PRESS  
OTHER INTERESTED PARTIES

Proceedings Reported By:  
ERIN L. BEST, FLORIDA PROFESSIONAL REPORTER



1           THEREUPON, the following proceedings were had  
2 and taken at 6:00 p.m..

3           MR. BATEMAN: Good evening. The Florida  
4 Department of Transportation welcomes you to the  
5 public hearing for the Combee Road (State Route  
6 659) Project Development and Environment, or PD&E,  
7 study in Polk County. My name is Patrick Bateman.  
8 I am the FDOT project representative for the study.  
9 Thank you for attending this in-person and online  
10 event.

11           FDOT representatives as well as members of the  
12 consultant project team are available tonight to  
13 answer your questions.

14           We would like to thank any elected officials  
15 for your attendance and participation in this  
16 hearing. We encourage you to sign in with your  
17 name and the office you represent for the project  
18 record.

19           The purpose of tonight's hearing is to present  
20 the proposed improvements and share the engineering  
21 and environmental analysis conducted to date. The  
22 public hearing is also an official forum for  
23 members of the public to express their opinions  
24 regarding project recommendations.

25           The public may comment verbally during the

1 hearing tonight or may submit written comments at  
2 the hearing, by e-mail, by mail, or through the  
3 project record -- through the project website by  
4 December 2, 2021.

5 This public hearing is using both an in-person  
6 and online format. All hearing materials detailing  
7 and documenting project analysis and  
8 recommendations, such as a project video,  
9 environmental and engineering documents, and  
10 informational graphics have been available to the  
11 public online since October 28, 2021. These  
12 materials are also available for viewing at the  
13 venue here tonight.

14 Additionally, project engineering and  
15 environmental documents are available for review at  
16 the FDOT District One headquarters in Bartow and  
17 Lakeland City Hall as well on -- as on the project  
18 website.

19 In just a moment we will present the project  
20 video for both in-person and online attendees. The  
21 project video can also be viewed at any time on the  
22 project website listed on your handout.

23 Now, I will read the following information for  
24 the record:

25 This is the public hearing for the Combee Road

1 (State Road 659) PD&E study from US 98 to North  
2 Crystal Lake Drive in Polk County, Florida.  
3 Financial project ID number 440274-1-22-01. This  
4 public hearing is being conducted by the Florida  
5 Department of Transportation with the FDOT Office  
6 of Environmental Management in Tallahassee as the  
7 approving authority. It is being held at Somos  
8 Church, 3125 US Highway 98 South, Lakeland,  
9 Florida, 33803, on November 18, 2021, at 6:00 p.m.

10 This project is described as the  
11 reconstruction of Combee Road with a 13-foot wide  
12 two-way left turn lane, one 12-foot wide travel  
13 lane in each direction, and an 8-foot wide sidewalk  
14 on each side. Roundabouts are proposed at the  
15 intersections of Combee Road and Maine Avenue and  
16 at Combee Road and Skyview Drive.

17 Throughout the study, the no-build  
18 alternatives also considers and assumes no  
19 improvements made to Combee Road through the year  
20 2045, except for routine maintenance. The  
21 advantages and disadvantages for the no-build  
22 alternative are discussed in detail in the project  
23 video.

24 This project involves right-of-way, access  
25 management, natural resources, and section 4(f)

1 that were evaluated in accordance with all  
2 applicable rules and regulations. Specific impacts  
3 and project related items are included in the  
4 project video. Staff are available tonight to  
5 answer your questions.

6 This project will not cause any relocations of  
7 families or businesses.

8 The hearing is being conducted in accordance  
9 with all state and federal laws, as well as the  
10 Americans with Disabilities Act of 1990 and Title  
11 VI of the Civil Rights Act of 1964 and related  
12 statutes. It is also being conducted to meet all  
13 applicable executive orders. For a listing of  
14 these regulations, please see the hearing display  
15 boards here tonight or on the project website.

16 If anyone here feels they have been  
17 discriminated against, they may complete one of the  
18 forms located at the sign-in table and mail the  
19 completed form to the address listed on the display  
20 board. This information is also available online.

21 At this time we will play the project video.  
22 Afterwards, we will have a 15 minute intermission  
23 where you can ask questions and sign up to provide  
24 spoken comments for the record. Online attendees  
25 are welcome to submit their questions in the chat

1 or request to speak live with project staff during  
2 this intermission. We will now play the project  
3 video.

4 (Video presentation.)

5 MALE SPEAKER: The Florida Department of  
6 Transportation, or FDOT, has created this video to  
7 help explain the Combee Road (State Road 659)  
8 Project Development and Environment, or PD&E, study  
9 process and the preferred alternative available for  
10 review and comment during the public hearing for  
11 the Combee Road PD&E study.

12 The study begins at US 98 and extends  
13 approximately 1.4 miles in Polk County to  
14 North Crystal Lake Drive. The Department proposes  
15 to add a two-way left turn lane, an 8-foot wide  
16 sidewalk on both sides, and make intersection  
17 improvements throughout the corridor, including  
18 roundabouts at Maine Avenue and Skyview Drive.

19 The land use along Combee Road is a mix of  
20 suburban residential and suburban commercial.

21 People have been observed walking and biking  
22 between the adjacent neighborhoods, the shops, and  
23 nearby schools. The project goals of this study  
24 are to improve safety and operational conditions,  
25 renew aesthetic and economic vitality, and enhance

1 multimodal access along Combee Road for all users,  
2 including pedestrians, bicyclists, and transit  
3 riders.

4 The need for the proposed improvements for  
5 Combee Road is indicated by a lack of pedestrian  
6 facilities, frequent traffic backups as vehicles  
7 stop on the road to make a left turn, frequent  
8 rear-end crashes, and crashes at signalized  
9 intersections.

10 Within the project limits, Combee Road is a  
11 two-lane road with one lane in each direction.  
12 There are paved shoulders, but little to no  
13 sidewalks. The speed limit is 40 miles per hour.  
14 Stormwater runoff is collected in shallow roadside  
15 ditches.

16 Throughout this PD&E study process, FDOT has  
17 looked at many different concepts to enhance safety  
18 and multimodal access along Combee Road. In  
19 August 2018, FDOT conducted a Public Kickoff  
20 Meeting. At the Alternatives Public Meeting on  
21 March 7, 2019, and the Virtual Public Workshop on  
22 November 12, 2020, through December 3, 2020, we  
23 asked for your input on proposed improvements to  
24 Combee Road. Based on your comments and additional  
25 environmental and engineering analysis, a preferred

1 alternative was selected for Combee Road.

2 The preferred alternative for Combee Road  
3 includes a 13-foot wide two-way left turn lane, one  
4 12-foot wide travel lane in each direction, and an  
5 8-foot wide sidewalk on both sides. Curb and  
6 gutter would be added to collect and redirect  
7 stormwater to off-site ponds for treatment.

8 The preferred alternative includes single lane  
9 roundabouts at Maine Avenue and Skyview Drive.  
10 Roundabouts have been shown to have safety and  
11 traffic benefits for all roadway users and can  
12 accommodate buses and large trucks. At these  
13 locations, the roundabouts are anticipated to have  
14 fewer crashes and would allow U-turns for better  
15 access to businesses and residences.

16 At the remaining intersections of US 98,  
17 Commerce Pointe Drive, and South Crystal Lake  
18 Drive, traffic separators would be added to reduce  
19 crashes and improve safety. Proposed locations are  
20 shown on the screen and on the display boards.

21 One intersection with a high number of crashes  
22 is Industrial Park Drive. A contributing factor to  
23 this issue is vehicles making a left turn out of  
24 Industrial Park Drive while unable to see  
25 approaching traffic. Multiple options were

1 evaluated, including combining the signal at  
2 South Crystal Lake Drive with Industrial Park  
3 Drive; however, the analysis shows that this option  
4 would result in excessive traffic delays and safety  
5 issues.

6 To improve safety at this location, FDOT is  
7 proposing to add a traffic separator at  
8 South Crystal Lake Drive, which would make  
9 Industrial Park Drive right-in, right-out only.

10 Throughout this study, a no-build alternative  
11 is also considered. The no-build alternative  
12 assumes that no improvements are made to Combee  
13 Road through the year 2045, except for routine  
14 maintenance. There are advantages and  
15 disadvantages to the no-build alternative.

16 Advantages of the no-build alternative  
17 include: No impact to adjacent social, cultural,  
18 natural, or physical environments; No utility  
19 impacts; No expenditure of funds for right-of-way  
20 acquisition or construction.

21 Disadvantages include: Not consistent with  
22 Polk Transportation Planning Organization's  
23 Complete Streets Action Plan; Does not enhance  
24 pedestrian and bicycle accommodations; Does not  
25 improve safety conditions; Does not improve



1 vehicular traffic operations.

2 The no-build alternative remains a valid  
3 option and will continue to be evaluated until the  
4 completion of this study.

5 FDOT evaluated environmental and socioeconomic  
6 factors relating to the proposed improvements in  
7 accordance with the National Environmental Policy  
8 Act of 1969, as amended, and other federal  
9 requirements. The evaluation considered the  
10 effects of the Combee Road improvements on:  
11 Threatened and endangered species; wetlands and  
12 floodplains; water quality, stormwater management,  
13 and permitting; potential contamination; cultural  
14 and historic resources; right-of-way requirements  
15 and relocations.

16 Please refer to your handout and display  
17 boards for more details on these items.

18 Threatened and endangered species are allowed  
19 special protection under the Endangered Species Act  
20 of 1973, as amended, and Florida statutes. FDOT  
21 assessed species within the project limits, and  
22 through ongoing coordination with the US Fish and  
23 Wildlife Service, has determined that the proposed  
24 project "may affect, but is not likely to adversely  
25 affect" the existence of certain federally listed

1 threatened or endangered species. The animal  
2 species include the: Eastern indigo snake; and  
3 Wood stork.

4 Coordination with the US Fish and Wildlife  
5 Service regarding the final status of these species is  
6 ongoing. If the preferred alternative is approved  
7 by the Office of Environmental Management, FDOT  
8 District One will continue to work closely with  
9 environmental agencies in future phases of the  
10 improvements to meet all environmental permitting  
11 requirements.

12 FDOT evaluated wetlands within the project  
13 limits in accordance with Executive Order 11990,  
14 Protection of Wetlands. The proposed improvements  
15 will affect approximately .16 acres of wetlands and  
16 .31 acres of surface waters. The impacted wetlands  
17 are located within or adjacent to the existing  
18 roadway right-of-way and were previously disturbed  
19 by agricultural and residential development,  
20 roadway construction, maintenance activities, and  
21 the invasion of nuisance and exotic species. The  
22 Department will mitigate wetland impacts resulting  
23 from this project's construction.

24 The project has been evaluated for potential  
25 floodplain involvement in accordance with Executive

1 Order 11988, Floodplain Management. There is no  
2 significant change in flood risk as a result of the  
3 proposed widening and minimal impacts are expected  
4 to the 100 year floodplain.

5 Results of the environmental contamination  
6 screening showed that a total of 31 potentially  
7 contaminated and/or known to be contaminated sites  
8 were identified within 500 feet of the project  
9 corridor with risk evaluation ratings ranging from  
10 low to high risk. Two sites were ranked "high" for  
11 potential contamination, 12 sites were ranked  
12 "medium" for potential contamination, and 17 sites  
13 were ranked "low" for potential contamination. For  
14 the sites that are ranked "low" for contamination,  
15 no further action is required at this time. For  
16 the sites with a risk ranking of "high" or  
17 "medium", the FDOT Project Manager and the District  
18 Contamination Impact Coordinator will coordinate on  
19 further actions during the design phase that must  
20 be taken to address contamination issues. Before  
21 construction, specially-trained crews will address  
22 contamination in these areas as required.  
23 Locations of these sites are shown in the concept  
24 plans.

25 The cultural resource assessment survey was

1 conducted in accordance with the National Historic  
2 Preservation Act of 1966 and Florida statutes.  
3 Archaeologists and historians identified no  
4 archaeological sites or historic resources within  
5 the project study area. The State Historic  
6 Preservation Officer concurred with these findings.

7 Section 4(f) of the Department of  
8 Transportation Act of 1966 requires agencies using  
9 USDOT funds to consider impacts to public parks,  
10 recreation areas, wildlife refuges, and historic or  
11 archaeological sites of national, state, or local  
12 significance. As part of the project, FDOT is  
13 proposing to use the existing pond within Crystal  
14 Lake Park for stormwater needs. This pond may need  
15 to be expanded. The proposed pond improvements  
16 within the park will involve temporary closure of  
17 the boat ramp and boardwalk but will not  
18 permanently impact these park features. Based upon  
19 the overall minor level of impact, FDOT is seeking  
20 a de minimis finding, which could confirm that  
21 impacts to park activities, features, and  
22 attributes are minimal. This hearing provides the  
23 opportunity for public comment on this proposed  
24 finding.

25 This project would require FDOT to acquire

1 right-of-way at the intersections. No residential  
2 or business relocations are proposed. All  
3 right-of-way acquisition will be conducted in  
4 accordance with Florida Statute 339.09 and the  
5 federal Uniform Relocation Assistance and Real  
6 Property Acquisition Act of 1970, commonly known as  
7 the Uniform Act. The right-of-way specialists who  
8 are supervising this program are here tonight and  
9 will be happy to answer your questions.

10 An evaluation matrix has been provided in the  
11 display boards and handout. This matrix shows a  
12 detailed comparison of the preferred alternative  
13 and the no-build alternative including potential  
14 effects to the social, cultural, natural, and  
15 physical environments. It also identifies  
16 preliminary costs. The Department's preliminary  
17 estimate of total project cost is \$21 million.

18 The Department anticipates completion of this  
19 PD&E study by early summer 2022. The detailed  
20 study schedule is available in the display  
21 documents and in the handout.

22 At this time, FDOT's Five-Year Work Program  
23 includes funding for this PD&E study and the  
24 ongoing design phase. Future phases, such as  
25 right-of-way or construction, are not currently

1 funded.

2 We encourage you to review project  
3 information, provide comment at the virtual or  
4 in-person event, through the website by e-mail, or  
5 by mail, postmarked or sent by December 2, 2021, to  
6 the address shown on the screen and in your  
7 handout.

8 Technical documents with project information  
9 are also available for review at the locations  
10 noted on the screen and in your handout until  
11 December 2, 2021. You may also visit the project  
12 website to view the project documents.

13 The purpose of this PD&E study is to evaluate  
14 engineering and environmental data and document  
15 information that will aid FDOT District One and the  
16 FDOT Office of Environmental Management, or OEM, in  
17 determining the type, preliminary design, and  
18 location of the proposed improvements. This  
19 hearing follows all federal and state rules and  
20 regulations. Please see the hearing display boards  
21 for specific information.

22 The environmental review, consultation, and  
23 other actions required by applicable federal  
24 documents for this project are being, or have been,  
25 carried out by the Florida Department of

1           Transportation, or FDOT, pursuant to 23 United  
2           States Code Section 327 and a Memorandum of  
3           Understanding dated December 14, 2016, and executed  
4           by the Federal Highway Administration and FDOT.

5           Thank you for your interest and participation  
6           in the Combee Road Project Development and  
7           Environment study public hearing and for taking  
8           time to watch this project video.

9           (End of video presentation.)

10           MR. BATEMAN: We will now have a 15-minute  
11           intermission so you can review the displays and ask  
12           questions. As a reminder, online attendees are  
13           welcome to submit their questions in the chat or  
14           request to speak live with project staff.

15           If you would like to make a verbal comment  
16           here tonight, fill out a speaker card and hand it  
17           to a project team member if you have not done so  
18           already. If you're attending virtually and  
19           would like to make a comment, send a message in the  
20           question pane of the online meeting. We will call  
21           your name in the order received, starting with all  
22           speakers attending in-person, followed by all  
23           speakers attending virtually. Please limit your  
24           comment to three minutes. If you have filled out a  
25           speaker card, please give it to Marc over there

1 during the intermission.

2 Please note that we will not be responding to  
3 questions or comments during this oral testimony.  
4 Our focus tonight is recording your verbal  
5 comments; however, we will post a summary of the  
6 comments received, and their responses, on the  
7 project website appro -- approximately 30 days  
8 following the close of the comment period. If you  
9 have a question regarding the project, you can talk  
10 to one of our team members during intermission or  
11 after public testimony.

12 The time is 6:23. We will resume at 6:38.

13 (Recess from 6:23 p.m. to 6:38 p.m.)

14 MR. BATEMAN: We will now begin the public  
15 testimony portion of the hearing.

16 The comment period for this hearing will  
17 remain open 14 days after this live event until  
18 December 2, 2021. Anyone wishing to submit written  
19 statements or other exhibits in place of, or in  
20 addition to, oral statements may do so. You have  
21 until December 2, 2021, to postmark or submit  
22 comments to become a part of the official hearing  
23 transcript. All comment methods will be considered  
24 equal. Please see your handout, the display  
25 boards, or the project website for contact and



1 mailing information.

2 In-person speakers, please direct all comments  
3 clearly into the microphone and toward the hearing  
4 moderator at all times to ensure that your comments  
5 are captured accurately for the project record.

6 Please limit your comment to three minutes. A  
7 team member were -- will signal when you have a  
8 minute left, and they will raise it a second time  
9 to signal when your time is up. Once again, we are  
10 not responding to questions or comments during the  
11 testimony.

12 We will now call on those registered to speak  
13 in person.

14 Michael?

15 MALE SPEAKER: Nobody has registered to speak  
16 in-person.

17 MR. BATEMAN: All right.

18 Is anyone -- wants to speak that did not sign  
19 up?

20 Okay. So we will now move to our online  
21 speakers.

22 MS. WINTER: Thank you, Patrick. My name is  
23 Catherine Winter, and I'll be assisting with our  
24 online speakers. Now, we will call upon those  
25 attending online who have signed up to speak.

1 First, we will call upon Harold Moore. Please  
2 unmute yourself and state your name and address and  
3 if you represent an organization, municipality, or  
4 other public body.

5 MR. MOORE: My name is Harold Moore. I work  
6 for Hexion at 2525 South Combee Road. I'm the  
7 supply chain manager for my company, and we often  
8 export and import a lot of various chemicals.

9 A lot of times when trucks are delivering or  
10 we're shipping from the plant, they pull out onto  
11 Combee Road, and there's not a lot of room for the  
12 trucks to exit our facility, and there's not a lot  
13 of room for them to come in to our facility, so  
14 what tends to happen is when trucks are entering  
15 our facility, they're turning into our -- our  
16 driveway and often vehicle traffic tries to pass  
17 them on the shoulder.

18 There's a lot of pedestrian traffic on the  
19 shoulder and bicycle traffic on the shoulder, and I  
20 believe this project will improve the safety on  
21 Combee Road.

22 That's -- that's my comment on the  
23 construction of the project. If -- if it -- if  
24 it's not funded and -- and it doesn't go forward,  
25 I'm concerned with, you know, the pedestrian safety

1 and bicyclist safety. That's all.

2 MS. WINTER: Thank you for your comment.

3 Are there any additional comments online?

4 Seeing no additional requests online, we will  
5 transition back to the in-person meeting to  
6 continue the public hearing.

7 MR. BATEMAN: Thank you.

8 It's final call. So is there anyone who  
9 would wish to make a comment that has not done so?

10 All right. Once again, written statements and  
11 exhibits in place of, or in addition to, oral  
12 statements will be accepted and recorded as part of  
13 this hearing if postmarked or sent by December 2,  
14 2021.

15 After the comment period closes, the project  
16 team will compile all comments, and together with  
17 the engineering and environmental work that has  
18 been done, make a final recommendation that we will  
19 submit to the FDOT Office of Environmental  
20 Management for approval. We will publish approval  
21 of the preferred alternative in the Lakeland Ledger  
22 and post the approval on the project website.

23 The verbatim transcript of this hearing's oral  
24 proceedings, together with all written statements  
25 or exhibits received and all studies, displays, and

1 informational material presented with this hearing,  
2 will be made available for public inspection and  
3 copying at the Florida Department of Transportation  
4 District One headquarters, 801 North Broadway  
5 Avenue in Bartow, Florida.

6 Thank you for attending this public hearing  
7 and for providing your import -- input into this  
8 project.

9 It is now 6:44. I hereby officially close the  
10 public hearing for Combee Road (State Road 659).

11 Thank you again, and have a good evening.

12 (The Public Meeting was concluded at 6:44  
13 p.m.)

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CERTIFICATE OF REPORTER

STATE OF FLORIDA

COUNTY OF POLK

I, Erin L. Best, Florida Professional Reporter, do hereby certify that I was authorized to and did report the foregoing proceedings, and that the transcript, pages 1 through 22, is a true and correct record of my notes.

DATED THIS 2nd day of December 2021, at Lakeland, Polk County, Florida.



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ERIN L. BEST, FLORIDA PROFESSIONAL REPORTER

# PUBLIC HEARING CERTIFICATION

## SR 659 (COMBEE RD) FROM US 98 TO NORTH CRYSTAL LAKE DRIVE

### Project Development and Environment (PD&E) Study

from

Polk County, Florida

Financial Management No.: 440274-1-22-01

I certify that a public hearing was conducted on 11/18/2021, beginning at 06:00 PM for the above project. A transcript was made and the document attached is a full, true, and complete transcript of what was said at the hearing.

Patrick Bateman

(Name)

February 2, 2022

Date

Project Manager

(Title of FDOT Representative)



Electronically signed within SWEPT  
on February 2, 2022 8:46:00 AM EST  
(electronic signature on file)

### Link to Public Hearing Transcript

1 - [44027412201-CE2-D1-Public\\_Hearing\\_Transcript-2021-1202.pdf](#)